Holt v. Richmond, 334 F. Supp. (E.D. Va. 1971)

Pltfs ex. 24 -Mattox Report to Aldhizer Commission with exhibits dated February 5, 1969.

and

Pltfs ex. 25 -"Expand Richmond's Boundaries"

IN THE
SUPREME COURT OF THE UNITED STATES
OCTOBER TERM, 1974

No. 74-201

CITY OF RICHMOND, VIRGINIA,

Appellant,

v.

UNITED STATES OF AMERICA, et al.,

Appellees.

SUPPLEMENT TO APPENDIX

Holt v. Richmond, 334 F. Supp. (E.D. Va. 1971)

Pltfs ex. 24 - Mattox Report to Aldhizer Commission with exhibits dated February 5, 1969.

and

Pltfs ex. 25 - "Expand Richmond's Boundaries"

February 5, 1969

TO THE COMMISSION TO STUDY THE PROBLEM OF THE EXPANSION OF THE BOUNDARIES OF THE CITY OF RICHMOND

Mr. Chairman and Gentlemen of the Commission:

On behalf of the City of Richmond, I wish to express our appreciation for this opportunity to discuss with you the many problems of the City and its need for the expansion of the boundaries of the City.

A lot has been said about the plight of the central city, and over the past several years the General Assembly of Virginia has addressed itself to this problem in varying ways.

In 1950 House Joint Resolution No. 31 provided for the appointment of a commission to study urban growth with the enumerated responsibility of recommending changes in the fundamental policy of the State. The Commission proposed modifications to the annexation procedure "to permit the readjustment of boundaries of the counties, cities and towns under conditions which will, in so far as possible, do justice to all parties * * *." Adjustment of

Boundaries of Virginia Municipalities and Adjacent Counties, at page 21.

In 1956, House Joint Resolution No. 46 instructed the Virginia Advisory Legislative Council to study the feasibility of consolidating local government units. This study recognized the desirability of reducing the number of units of local government by combining those political subdivisions which have mutual problems and interests. Consolidation of Local Governments and Services, at page 7.

In 1962 the General Assembly again requested the Virginia Advisory Legislative Council to study the laws relating to annexation and consolidation (see Chapter 265 of the 1962 Acts). The resulting report, Annexation and Consolidation, (House Document 16, 1964) indicated strong preference for consolidation rather than annexation.

In 1966 the Assembly established the Virginia Metropolitan Area Study Commission (Chapter 479 of the 1966 Acts) for a more comprehensive study of urban problems.

All of these studies have pointed up the problems experienced by the older cities of the Commonwealth, and while they have defined the problems that Richmond now faces, there has been no real answer advanced that would be of any substantial benefit to the City of Richmond.

The problems now being experienced by the City are acute. Richmond cannot afford the luxury of time normally consumed in regular legislative processes. Some immediate action by the General Assembly is absolutely necessary. The Assembly, by the adoption of Senate Joint Resolution 71, to some extent recognized the plight of Richmond and provided for your Commission. With you rests Richmond's real last hope.

I am advised that Senator Willey, of Richmond, has forwarded to you gentlemen a copy of "A Report to Henrico County and Chesterfield County, Virginia, dated June 12, 1967, by SUA, Incorporated", "A Plan of Government for the Richmond Region, dated January 16, 1959, prepared by the Public Administration Service", and a report prepared by the boundary expansion office of the City of Richmond, dated January, 1969. This report was prepared for the purpose of up-dating the basic statistical factors used as background for the Public Administration Services survey report referred to above. The first two reports mentioned were prepared by experts in the field of government and were free to draw their own conclusions. There is certain information contained in these reports which in our view should be emphasized.

In particular, the lack of available land for new development is the critical problem. This limits the future growth of the City and restricts new improvements to the redevelopment of existing buildings and structures.

The age and racial composition of the population of Richmond is a serious problem. The very young, the very old and the low income residents of our City create problems that are common only to central or core cities. To meet the demands and needs of these people, special educational programs must be implemented. Police, health and welfare costs to some extent are determined by the numbers of people falling within these categories. The imbalance of the population of Richmond between the rich and the poor, the educated and the uneducated, the young and the old, must be brought back into proper prospective in order that the City of Richmond be properly governed for the benefit of all of its citizens as well as the Commonwealth of Virginia.

LAND

Exhibit No. 1 is a plate showing the gross vacant land of the City in the year 1942. At that time 36.6 per cent or 8,738 acres of the total land in the City was vacant. In 1956 the percentage of gross vacant land had been reduced to 25.6 per cent or 6,120 acres. In 1963 the percentage of gross vacant land had fallen to 16.8 per cent or 4,011 acres (City Exhibit No. 52, City of Richmond v. County of Henrico annexation proceedings).

Exhibit No. 2 is a plate showing the net vacant land in the City of Richmond in 1968. At this time the percentage of gross vacant land had been reduced to 12.6. After careful analysis this percentage was reduced to 6.4, the reduction reflecting the amount of land held for municipal use, inundated land, land with excessive topography and small and odd-shaped parcels which were not suited for development.

A comparison of these two exhibits clearly indicates the extent of the urbanization in the City of Richmond and the lack of land that can be developed for residential, commercial or industrial use within the City. As a result

of this deficiency of land within the City, extensive urbanization has taken place in the counties of Henrico and Chesterfield.

Exhibit No. 3 illustrates the urbanized areas immediately surrounding the City as of 1968. It is obvious that the future growth of the metropolitan area must come about in the joining counties.

The Richmond Regional Planning Commission substantiates this fact in a study and report made on its behalf, and shown as Exhibit No. 4.

In this plan high intensity development sectors are proposed at the major interchanges of the interstate expressway system. At these sectors on this circumferential around the central city are the proposed locations for new major industrial, commercial and residential developments of the future. The report itself admits to a minimum of change in the City portion of the region. The city's master plan of future land use is accepted and all dramatic and extensive new development is shown in the adjoining county areas.

Historically, urbanization has always been influenced by the present modes of transportation. Future urban growth

in the Richmond area will be influenced by the expressway system and since there is practically no vacant land in the city, it is easily understood that new growth will locate at these readily accessible locations at the edge of present development. This regional development plan recommends that this new growth be concentrated at the five major development sectors, and that utilities and services should be provided to those locations to encourage their development.

POPULATION

In the above discussion concerning the land available for development in the City and the development of the land just outside the boundaries of the City, we have pointed out that no substantial future growth is possible within the present boundaries of the City. This particular fact is emphasized by the loss of population and the change of the character of the citizens living in Richmond.

Exhibit No. 5 shows that between 1950 and 1960 Richmond's population decreased 5%, while during the same period of time, the population of the counties of Henrico and Chesterfield increased 93%. Between 1960 and 1968, Richmond continued to lose citizens at the rate of 2%, while the population of Henrico and Chesterfield increased 44%.

Exhibit 6 illustrates the impact of Richmond's population loss between 1950-1960. This exhibit is for the purpose of showing the loss in age bracket of people that are interested in government and able to participate in government in all of its aspects. You will note that a vast majority of the population loss in the City is between the ages of 24 and 50. These people are also the most productive citizens. You will note also that

while losing this productive group of white citizens, the City's population was increased in every age bracket on the Negro side. The more significant gains being in children between the ages of 19 and below. Therefore the City is losing the more active citizen and gaining more inactive citizens. The gain, of course, in the Negro population for the most part who are the disadvantaged which accounts for the vast increase in the cost of government. A careful analysis of this exhibit shows that between 1950-60 Richmond lost 30,000 white citizens and gained 20,000 non-white citizens.

Please refer to Exhibit No. 7 which shows the comparison by age groups of the citizens living within the City of Richmond and within the metropolitan area which consists of Richmond, Chesterfield and Henrico. You will note that the solid line shows in thousands the number of white and non-white citizens living within Richmond. Here again, you see that there are more non-white than white children living within the City. You also will note that Richmond has within its boundaries considerably fewer persons between the ages of 24 and 50, which we have noted to be the most productive persons. To say the least, this

exhibit shows an imbalance of Richmond's population according to age as compared to that in the metropolitan area.

As a further illustration of the composition of Richmond's citizens, Exhibit No. 8 has been prepared to illustrate the percentage of persons living within Richmond, Chesterfield, and Henrico with incomes of less than $3,000 which has been considered to be the poverty level. Of all families living within the Richmond metropolitan area in 1960 having an annual income of less than this level, 76% lived in Richmond, 10% in Chesterfield County and 14% in Henrico.

WELFARE COSTS

With such a high percentage of disadvantaged families living in the City, Welfare costs obviously increases.

Exhibit "9" shows the increase in costs of foster care and aid to dependent children between 1960 and 1967.

In 1960, there were 5,492 persons receiving aid in these two categories at a cost of $2,012,151.00. In seven years, the number increased 95% to 10,743, costing $6,852,350 or an increased cost in seven years of 241%.

The 10,743 persons in these two categories, receiving assistance from the City, represents more than the number of people living in each of twenty-seven(27) counties of our state.

In all categories of assistance, there are 17,845 persons receiving some type of public assistance from our Welfare Department. This number of persons represents more than the number of people living in each of fifty-one (51) counties of our state.

The welfare costs of the City of Richmond increased between 1950 and 1960 123 per cent, between 1960 and 1966 it increased 108 per cent, between 1966 and 1967 the increase was 18 per cent, and between 1967 and 1968 the City's welfare budget increased from $13,500,000 to $16,524,000, or 22 per cent (see Exhibit No. 10). This, of course, is due to the fact that Richmond has more than the normal percentage of disadvantaged persons for whom the City must provide the necessities of life.

SCHOOLS

While the population of the City of Richmond is now 55 per cent non-white, as shown on Exhibit 11, its school membership is 68 per cent non-white. Because of this fact the cost of providing educational facilities and instructional personnel has increased accordingly. For the school year 1950-51 the per pupil cost in ADA was $213.23. At this time the non-white school membership was 41 per cent of the total enrollment. In 1960 the non-white school membership increased to 56 per cent and the per pupil cost in ADA had risen to $338.77. In 1967 the cost per pupil in ADA had climed to $587.00. It is true that some of this cost is reflected in increased cost of living, but a greater percentage of this cost can be found in the fact that the non-white students are disadvantaged, and in an effort to provide them with the type of education necessary, special educational programs have had to be developed. As a matter of interest, for the school year 1950-51 the total operating expenses of the Richmond School System was $6,147,026.92. For the school year 1967-68 the cost had increased to

$23,321,732.59. In an effort to provide technical training for the disadvantaged, the City of Richmond constructed, and has opened, the Richmond Technical Center at a cost of $5,526.927.95. This school is designed and equipped to provide training for those disadvantaged persons that are not capable of assimilating the normal type education. At the present time this is truly a regional school. There are students now attending this school from Henrico, Chesterfield, Goochland and Hanover counties as well as the City of Richmond.

POLICE PROTECTION

As indicated above expenditures for police protection have increased along with the other services being provided by the City.

Exhibit No. 12 shows that this cost has increased between 1940 and 1950 - 97%, between 1950 and 1960 - 112%, between 1960 and 1967 - 61%.

The cost for the year 1966-1967 was approximately $3,800,000.

REAL ESTATE AS A REVENUE BASE

Comparison of Real Estate Values

We have previously noted the rapid development of real estate in the areas of the counties surrounding the City of Richmond. Ten years ago (1958) 58 per cent of the true value of real estate in the metropolitan area was located within the City of Richmond. This is shown on Exhibit No. 13. Now 59 per cent of the true value of all real estate is located within the counties of Henrico and Chesterfield, and only 41 per cent in the City of Richmond, despite the tremendous redevelopment that has occurred in Richmond, particularly in the Central Business District.

Non Taxable Real Estate

As in most communities, real estate bears the biggest burden in producing revenue for the operation of government. Richmond has the dubious honor of having the highest tax rate in the State of Virginia ($1.59). Richmond's real

estate produces 43 per cent of all local revenue. Between 1955 and 1968 the non-taxable real estate increased 222 per cent, while during the same time taxable real estate increased only 68 per cent (see Exhibit No. 14). Of all real estate located in the City 26.1 per cent is tax exempt. The burden carried by real estate cannot be equitably increased. In the City there are 38,549 parcels of land classified as single-family housing out of a total number 56,105. Of the 38,549 taxable parcels classified as single-family there are 13,000 with an assessed value of less than $5,000 and there are 15,000 that have an assessed value between $5,000 and $10,000. This is to say that out of 38,000 single-family homes 27,000 are assessed at less than $10,000.

For comparison of trends in per capita real estate value for Richmond, Henrico and Chesterfield see Exhibit No. 15.

RICHMOND'S EFFORTS TO SOLVE ITS BOUNDARY PROBLEMS

Merger Effort With Henrico

For at least a decade, the various Councils of the City of Richmond have recognized the necessity of the City to expand its boundaries. The first real definitive step taken by the Council was on August 15, 1960, which provided for a commission to prepare a joint agreement for the consolidation of the County of Henrico and the City of Richmond, pursuant to the merger law of the Commonwealth. This action had been preceded by similar action of the Board of Supervisors of Henrico County on July 28, 1960. The commission so appointed by the County and the City met and submitted its report on July 31, 1961. The consolidation agreement as contained in the report was approved by the Council on October 10, 1961 (Resolution No. 61-SR61-72). A referendum was held on the question of consolidation in both the County and the City on December 12, 1961. In the City of Richmond there were 15,050 votes cast for the consolidation and 6,698 against the consolidation.In Henrico County, there were 13,647 votes cast against consolidation and 8,862 for. It is interesting to note that in Tuckahoe, the county's most densely populated

magisterial district, the citizens voted for merger.

Annexation - Henrico

With the failure of the merger, the Council on December 26, 1961, adopted Ordinance No. 61-33-287, which provided for the annexation of a portion of Henrico County. The area sought to be annexed contained 152 square miles and approximately 93,600 people.

Pursuant to the above ordinance, the City Attorney instituted the annexation proceedings on December 27, 1961. On February 1, 1962, counsel for the county files a motion for a continuance, pursuant to 30-5 of the code. The county being represented by counsel who was a member of the General Assembly, the motion was granted and the case continued to May 10, 1962.

After a series of other court proceedings, King v. Hening, 203 Va. 582, which involved a writ of prohibition, this matter was decided on June 11, 1962. On August 3, 1962, a motion was filed to dismiss the proceedings, which motion was denied by the trial court. The County next sought a Writ of Prohibition in the Supreme Court of Appeals, which was denied by the Court

of Appeals in Henrico County v. Hening, 203 Va. 111, December 2, 1962. The County next filed a Demurrer and Motion to Dismiss, which was overruled by order of the Court dated January 4, 1963.

On June 14, 1963, the case actually began on its merits. The evidence was heard over a period of 28 days during which approximately 414 exhibits were received in evidence. The final transcript of the record totaling exactly 6,000 pages. The Court on April 27, 1964, in a written opinion, stated in part as follows:

I The City's Need For Additional Territory.

"The testimony of the witnesses and the exhibits on the subjects of population increase in the areas under consideration, the density of population, the increase in housing units, the mobile and rapid spreading nature of the population correlate with and explain the testimony of other witnesses and their supporting exhibits on the need of the City for additional land for residential, commercial and industrial development."

II Community of Interests Between the City and the Area To Be Annexed.

"***Workers living in the County of Henrico and employed in the City of Richmond are bound by the necessity of loyalty,

good citizenship and plain economics of living to be interested in the community in which they work. Both City Exhibits 54 and 55 and County Exhibit 116 agree and prove that approximately 66% of the County residents have their employment in the City of Richmond. This rate of employment is higher in the fringe areas in varying percentages according to the exhibits. County inhabitants purchase clothing and furniture and other items at city stores, use city streets, use hospitals located in the city, attend theaters and sports events, make use of parks, libraries and restaurants located in the city. Dependence of the central City of Richmond and the immediately surrounding county is mutual. The evidence shows that the commercial and civic interests of the city and county are largely identical."

III The Need For Governmental Services in Area Sought To Be Annexed.

"Although Henrico County is well governed under the County Manager form of government and supplies its citizens with many essential services pursuant to the provisions of Section 15-10 of the Code and the Sanitary District Act, it is dependent upon the City to a large extent for water, gas and sewer services."

IV Financial Ability of the City to Annex.

"The financial ability of the City to acquire by annexation a portion of the County is apparent from the evidence. The City enjoys a AAA bond rating which is indicative of its high financial rating. Its budget is sufficiently balanced and it is capable of taking care of the needs of its citizens as well as any reasonably adjacent area which the Court may decree annexed.

"***It Further appears from the evidence in this case that the City has an adequately organized and progressive government and that it is conscious of the needs of the area."

Even though the Court was of the opinion that there was a community of interest between Henrico and Richmond, it did not award Richmond but 16.16 square miles (10,340 acres) and 45,310 people. For this amount of land, the City was ordered to pay the County $41,435,000 and to spend $13,490,000 within five (5) years on capital improvements for the area awarded. The Council considered the award and cost was not in the best interest of the citizens and did not accept the same.

At the same time, the Council authorized the annexation of a portion of Henrico County, as discussed above, by the adoption of Ordinance No. 61-334-288, it authorized the annexation of a portion of Chesterfield County. This suit was instituted on January 2, 1963, and the City sought to annex fifty-one (51) square miles of the County which then contained approximately 40,000 people.According to a recent population study, the area now contains approximately 72,000 people.

After considerable time and effort in Court and within five (5) court days remaining, the Honorable David Meade White, the "local" or presiding Judge on January 9, 1969, disqualified himself from further service on the Court and declared a mistrial.

Because of this action by the Judge, it is necessary that a new Court be constituted and the matter be heard de novo.

CONCLUSION

In addition to what has been said, much more could be said. What we have attempted to do is to share with this Commission the history of the problem of expanding the boundaries of the City as portrayed by the various acts of the Assembly. We have pointed out certain areas which portray the plight of the City of Richmond and the necessity for its boundaries to be expanded immediately. We have also illustrated the efforts of the City through a merger and two annexation cases within the last ten years to solve its problems of boundary expansion within the framework of existing law. In this the City has been unsuccessful. The necessity for the expansion of the boundaries of the City is so acute, so urgent and so imperative that the City must receive extensive relief from the General Assembly now. It is within the power of this Commission to recommend appropriate legislation to the Special Session which will convene shortly which would provide for the expansion of the City's boundaries. I trust that this will be your conclusion.

Respectfully submitted,

C. B. Mattox

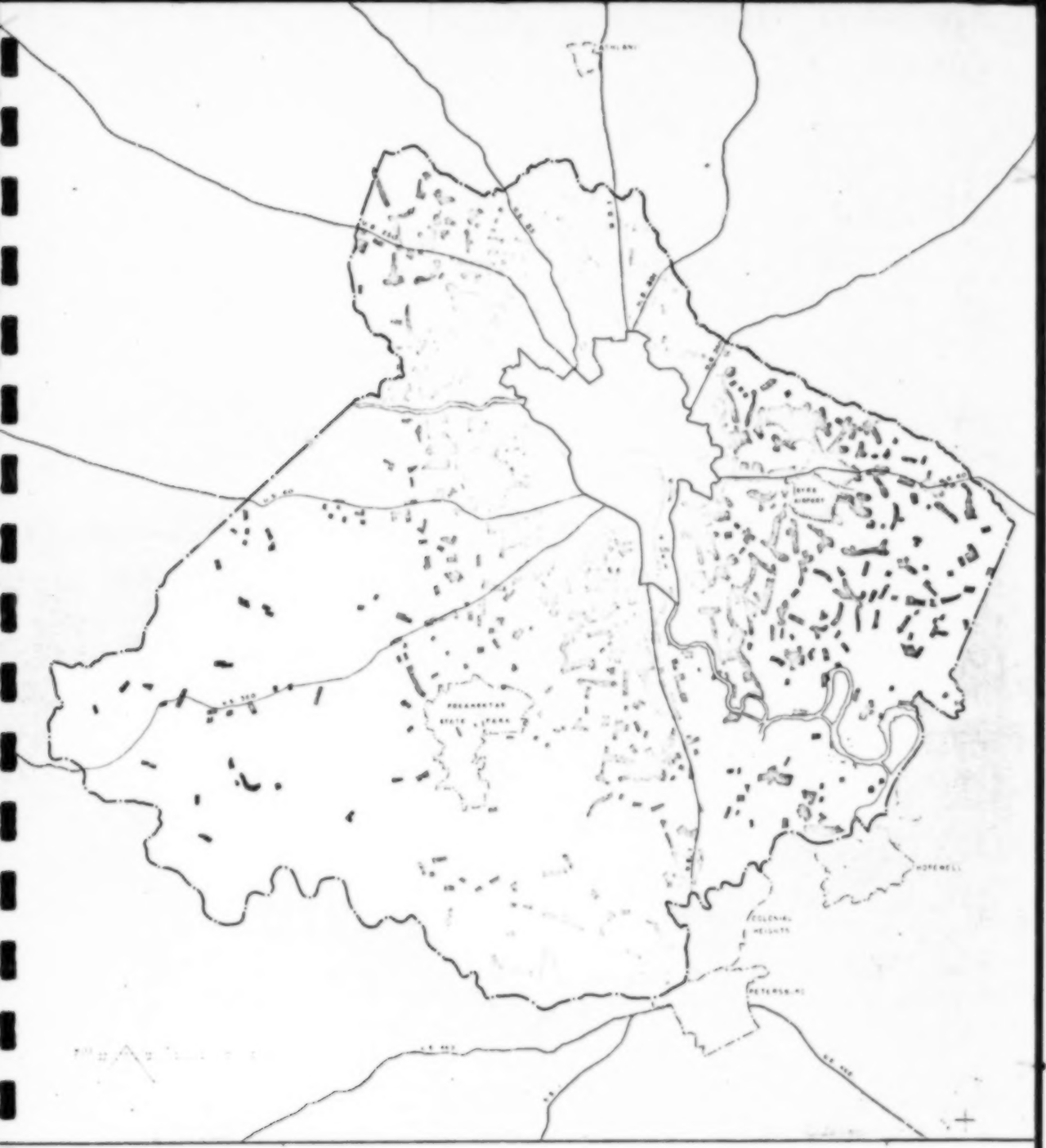
C. B. Mattox, Jr.
City Attorney, City of Richmond

GROSS VACANT LAND 1942
CITY OF RICHMOND

EXIBIT 1

NET VACANT LAND 1968
CITY OF RICHMOND

EXIBIT 2

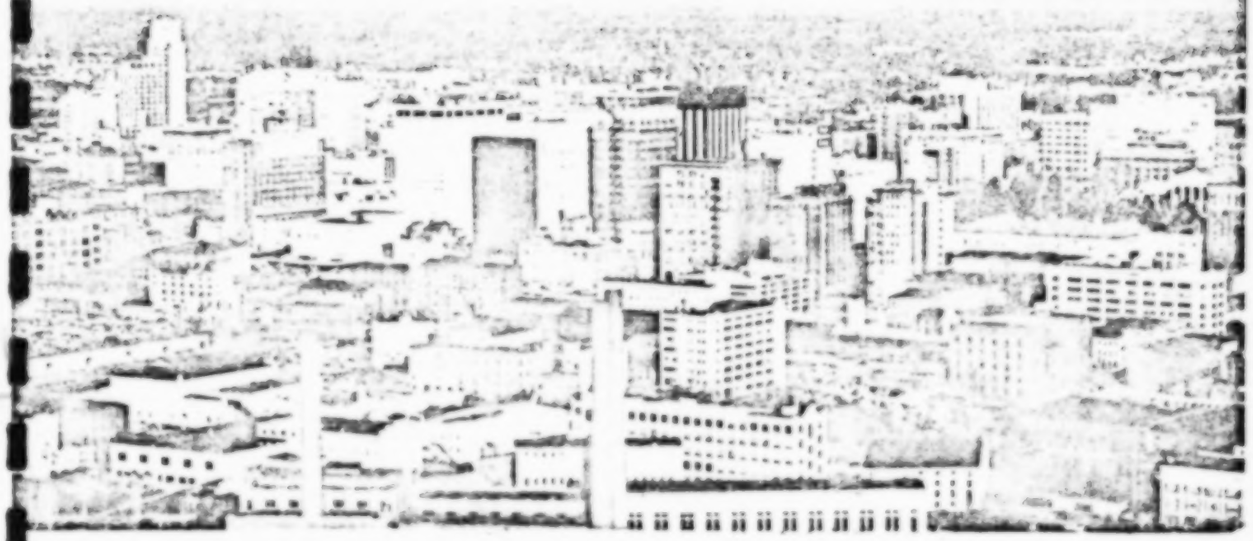


EXTENT OF URBANIZATION
1968

EXHIBIT 3

EXHIBIT NO. 4

THE RICHMOND REGIONAL DEVELOPMENT PLAN



This brochure summarizes the major recommendations of the Richmond Regional Planning Commission's proposed 1980 Development Plan for the Richmond Region. The Richmond Region, which consists of the City of Richmond and Chesterfield and Henrico counties, is expected to increase from 475,000 people in 1967 to over 600,000 people by 1980. The Regional Development Plan is intended to guide the orderly physical growth of the Region.

The full report on the Richmond Regional Development Plan is available from the Commission.

BACKGROUND FOR THE PLAN

The Regional Planning Process

The regional planning process recommended for the Richmond Region is a cooperative effort among responsible officials to deal rationally with *regional* issues. These issues include (1) development of major land uses such as shopping centers, employment centers and apartment complexes; (2) regional open space; (3) the major thoroughfare network; and (4) major sewer and water utilities programs.

Thus, the Plan emphasizes the broad structure of the Region and deals with policies, objectives and standards rather than the detailed allocations of a local plan. It attempts to differentiate between policy or strategic decisions on the one hand and small-scale or tactical decisions on the other. The main objectives form the basis for more specific county and city plans which can and should be prepared.

Maximum choice is recommended as the basic planning approach for the Richmond Region. This approach is distinguished as *process-oriented* rather than *product-oriented*. Most land use plans are product oriented. They propose a mapped regional form which represents a desired end-state for a certain time period. They rely heavily on non-existent governmental ability to provide sufficient guidance and control to achieve that end-state.

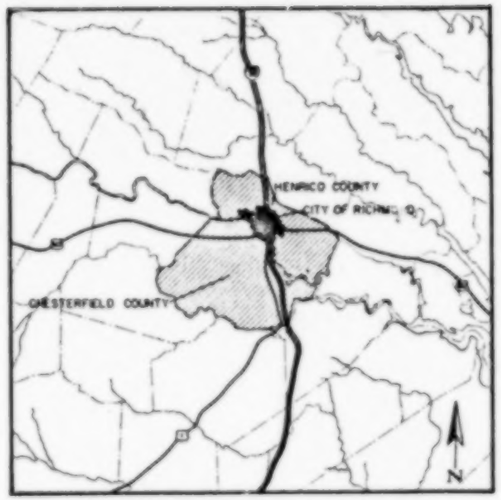
The *maximum choice* approach is more realistic. It recognizes a limited governmental capacity to channel growth. It is more strategic in that it provides a structuring for major regional development that (1) can be agreed upon by local policy makers, (2) is sensitive to private market needs, and (3) can be implemented with existing or likely public powers and private means. The goal of the *maximum choice* approach to metropolitan planning is guiding the actual *development process* rather than portraying a future, static physical map and form of the Region. It is intended to promote a wide range of well-planned living, working, shopping, and cultural environments within the Region.

Analysis for the Plan

In developing the Plan, the following factors were considered:

1. Interviews with business, government, professional, and civic leaders. Attitudes and assumptions about regional development were discussed.
2. Existing land use. New development must complement existing land use.
3. Programmed public improvements. These include programmed and proposed major water and sewer line extensions and regional thoroughfares which will influence regional growth over the next 15 years.
4. Current development trends. An analysis of where new subdivisions and apartments, and commercial and industrial growth, are likely to occur over the next five years identifies areas of major development pressures.
5. New innovations in planning and zoning.

The locational needs of major regional uses were also analyzed. These uses include shopping



THE RICHMOND REGION

centers, multifamily residential uses, and industrial concerns. They are termed high intensity uses. The *dominant need* of these uses is highway access. Because of increased reliance on the automobile and trucking, high intensity uses desire locations near high-speed routes. Access to high-speed routes is greatest at interchanges and along major regional thoroughfares. It is expected that strong regional development pressures will occur near these points.

Recommended Development Policies

The Plan is based on a series of recommended development policies for the Richmond Region, which in turn stem from the above analyses. The policies, thus, represent what is both desirable *and* feasible for Richmond regional development. They are designed to provide a clear and consistent framework for the Regional Development Plan and for programs designed to implement the Plan. The policies, which provide a *direct basis* for public and private action, are formulated for land uses: housing, industry, commerce and open space; and for public improvements: transportation, sewer, and water facilities.

THE REGIONAL DEVELOPMENT PLAN

The Development Plan for the Richmond Region consists of four interrelated documents, described below:

The Major Thoroughfare Plan, shown on the Future Land Use Plan, proposes a circulation system for the movement of people and goods in the Richmond Region. The Major Thoroughfare Plan is based primarily on proposals of the Virginia Highway Department in its forthcoming 1980 Major Thoroughfare Plan for the Region. Additional recommendations for parkway development are made by the Commission's consultant. Proposed and programmed expressways include (1) Interstate 295 and the Chesterfield Outer Beltway, forming a complete loop in the outer portions of the Richmond Region, and (2) the Richmond Expressway System. Proposed and programmed major regional thoroughfares include Parham Road and Laburnum Avenue in Henrico County and Chippenham Parkway and Courthouse Road in Chesterfield County.

The Future Land Use Plan identifies the location, character and intensity of future metropolitan development. A balanced distribution of five multi-purpose centers is proposed for the Region at interchanges of expressways and major regional thoroughfares. The centers are designed for regional shopping uses, multifamily uses, offices, and light industrial development. The Plan also proposes community activity centers for local shopping centers and office development and

garden apartments along segments of major regional thoroughfare corridors. Areas for single family residential uses, light and heavy industrial uses, and highway commercial uses are designated.

The Open Space and Recreation Plan, which forms a part of the Future Land Use Plan, emphasizes the Region's need to conserve its irreplaceable resources and develop large recreation areas. The Open Space Plan proposes conservation areas in places of scenic, ecological, and historic importance along the Region's major rivers and streams. These include the James River, the programmed Sutherland Lake Reservoir on the Appomattox River, the Chickahominy River bottom, and smaller streams within the Richmond Region. Five potential sites for regional park development are shown. Four are designated within conservation areas: two along the James River, one on the Chickahominy and one on the Sutherland Reservoir. The fifth is the expansion of Pocahontas State Park. The Plan proposes three parkways designed to link regional parks and enhance the experience of driving. These are the James River Parkway and Battlefields Parkway in Henrico County and the Chesterfield Scenic Parkway.

The Zoning Policies Plan specifies zoning guidelines for individual elements of the Future Land Use Plan and Open Space and Recreation Plan. It indicates to each jurisdiction a proposed regional policy to be followed regarding zoning and zoning map amendments.

Two kinds of basic development units are designated on the Zoning Policies Plan: sectors and zones. Sectors are geographically defined areas in which it is recommended, as a matter of metropolitan policy, that the local jurisdictions permit rezoning for a variety of uses in conformance with development objectives. Mapped zones, on the other hand, fix development locations for similar types of uses.

1. **High Intensity Development Sectors**
   There are two types of high intensity development sectors shown on the Zoning Policies Plan. The interchange development sectors correspond to the regional multipurpose centers proposed on the Future Land Use Plan. The corridor development sectors are coterminous with the community activity centers proposed on the Future Land Use Plan. Each interchange development sector is a 2,000 acre area within one mile radius of the intersection of an expressway and a major regional thoroughfare. Each corridor development sector is contained within 800 feet of basically undeveloped segments of major regional thoroughfares which provide high accessibility to urbanizing portions of the Region.

   Within the sectors, current zoning would continue to apply. For the most part, it is agricultural (low density) zoning. However, developers of high intensity uses would be permitted to apply to the Boards of Supervisors for rezoning anywhere within the sector. The rezoning would be granted provided certain development criteria are satisfied. These criteria are intended to assure orderly, well-planned development and would require the developer to demonstrate:
   a. Compatibility with existing land use.
   b. Accessibility to major regional thoroughfares capable of bearing the traffic volumes and turning movements generated.
   c. Provision of adequate public sewer and water service.
   d. A market demand for the proposed development to help insure that the development can be completed as proposed.

In addition, site plan review would be exercised by the local governments to assure a safe and orderly project design, and a time limit on rezoning is also proposed to reduce speculation.

It is proposed that recommended development regulations for sectors be incorporated into local zoning ordinances and that sectors be actually mapped and opened for rezoning applications approximately three years before the completion of the interchange or major thoroughfare on which the sector designation depends. This would give developers time to prepare plans and initiate construction. At the same time, public officials should act to stimulate a concentration of regional uses in the development sectors. They would do this through the advanced planning and provision of public facilities for the sectors.

The use of sectors is intended to improve public and private decisions on the step-by-step *process of development* through the use of explicit location and site development criteria rather than an inflexible land use plan. In a largely undeveloped region it is unrealistic to plan and zone a limited area for one type of development, such as light industry, when a site may be appropriate for, and desired by, developers of other uses. Zoning of undeveloped land also has the effect of giving a monopoly to relatively few landowners. Pressures for rezoning become inevitable, and ordinarily there are few standards for rationally evaluating rezoning requests.

There are other advantages in the use of sectors. First, since they are located in areas where it is anticipated that there will be pressures for high intensity development, the economic potential of the land will be realized. Secondly, within the sectors private investors have a wide range of site choices and ample land for building large-scale, preplanned development. Thirdly, because rezoning for major regional development will be permitted only in interchange and corridor sectors, residential areas are protected from encroachment by high intensity uses.

2. **Low Intensity Development Sectors**
   The three low intensity development sectors on the Zoning Policies Plan correspond to the moderate, low, and rural residential uses on the Future Land Use Plan. In these sectors rezoning would be allowed primarily for single family residential uses.

3. **Conservation Sectors**
   Conservation sectors conform to conservation areas proposed on the Future Land Use Plan. They are defined largely on the basis of topography, ecological characteristics and existing land use. It is proposed that techniques such as acquisition, scenic easements, tax deferrals and abatements, and flood plain zoning be utilized in these areas over time in order to preserve their natural character. Rezoning would be permitted as appropriate for private recreational uses.

4. **Zones**
   For certain areas suitable for one type of development, the use of mapped zones is recommended. These areas include, for example, a portion of Chesterfield County between the Richmond-Petersburg Turnpike and the James River as indicated on the Future Land Use Plan. Highly suitable areas for zoning for light industrial and highway commercial uses on the Zoning Policies Plan conform to those proposed on the Future Land Use Plan.

The Zoning Policies Plan provides guidelines to zoning for anticipated new development within the Region. However, it does not preclude the modest extensions to existing zoned areas within localities which would be undertaken by the counties on the basis of detailed small-area planning.

ZONING POLICIES PLAN

HIGH INTENSITY DEVELOPMENT SECTOR

- INTERCHANGE
- CORRIDOR

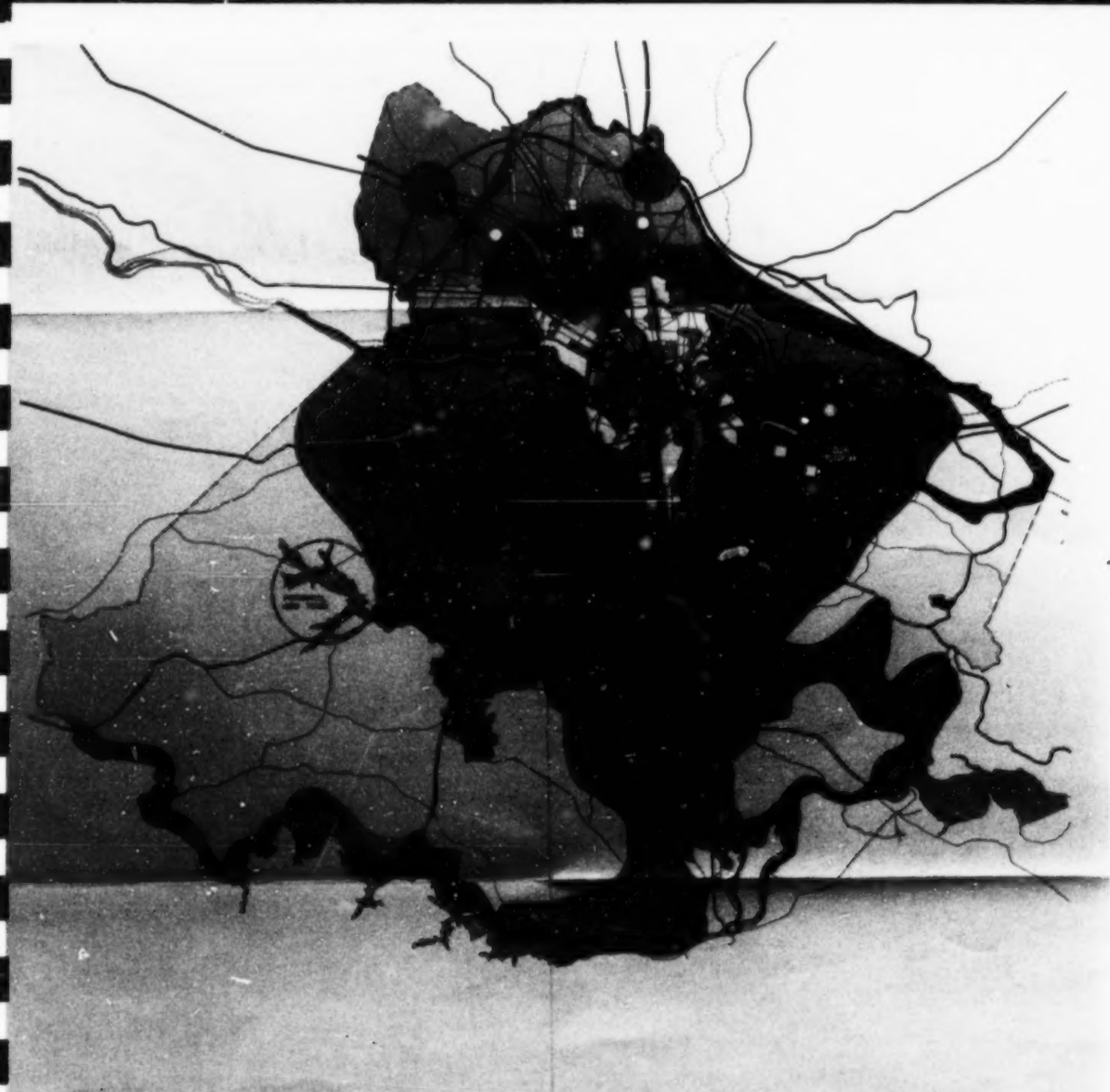
CONSERVATION SECTOR

LOW INTENSITY DEVELOPMENT SECTOR

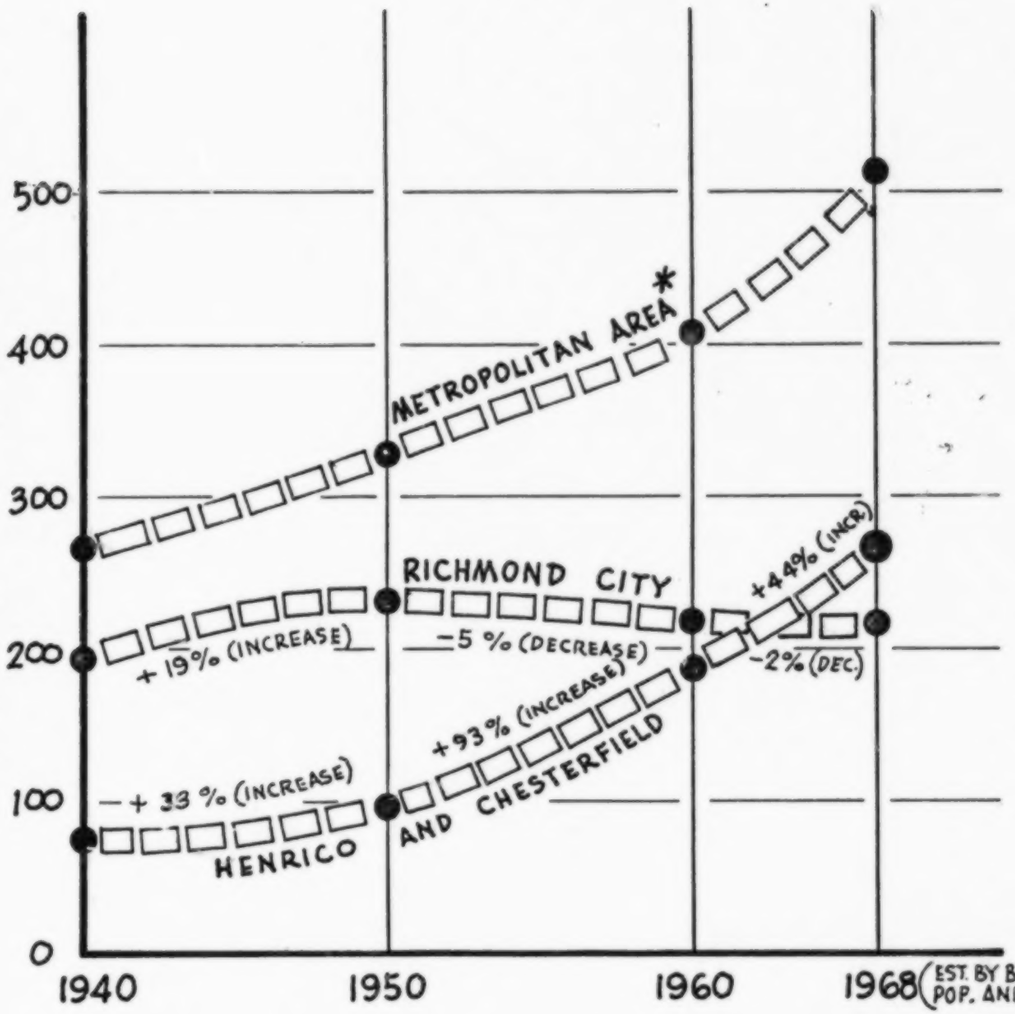
- MODERATE DENSITY RESIDENTIAL
- LOW DENSITY RESIDENTIAL
- RURAL DENSITY RESIDENTIAL

ZONE

- HEAVY INDUSTRY
- LIGHT INDUSTRY
- HIGHWAY COMMERCIAL



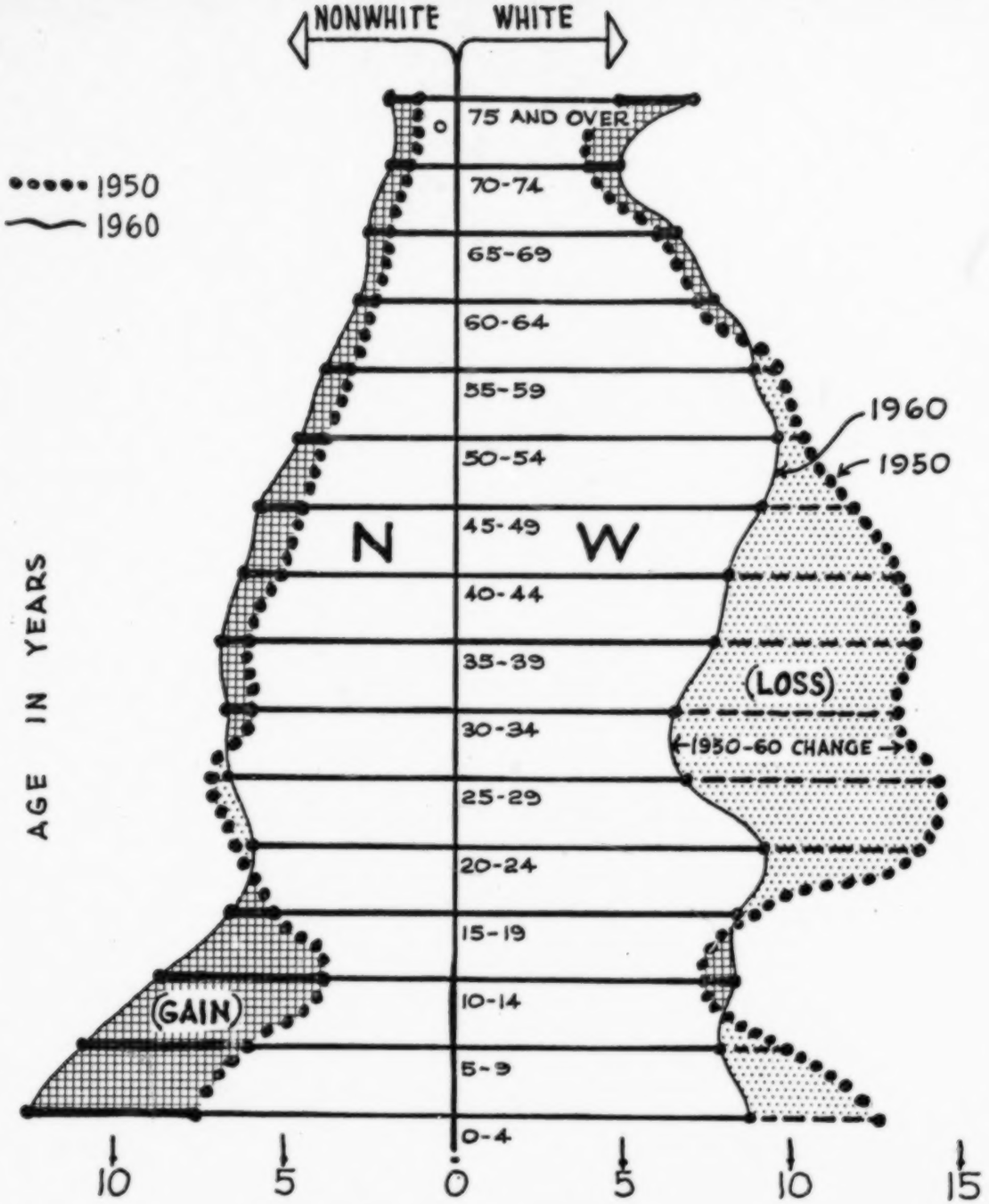
FUTURE REGIONAL LAND USE PLAN



* INCLUDES RICHMOND CITY, HENRICO COUNTY & CHESTERFIELD COUNTY

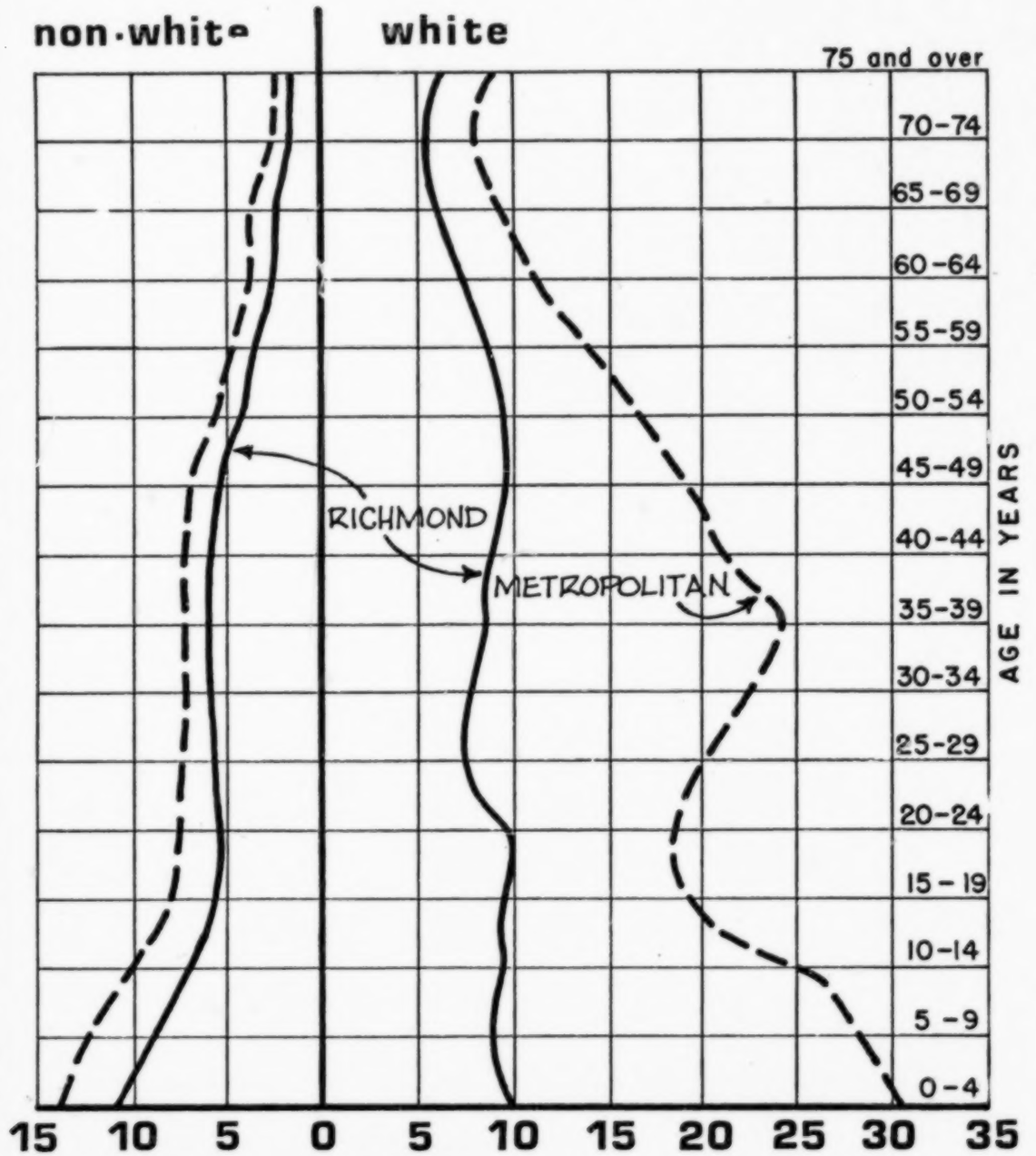
COUNTY/CITY POPULATION TRENDS

EXHIBIT 5.



IMPACT OF RICHMOND'S POPULATION LOSS 1950-1960

EXHIBIT 6.



POPULATION COMPOSITION AGE & RACE

1960

RICHMOND & METROPOLITAN*

*CHESTERFIELD & HENRICO

EXHIBIT 7.

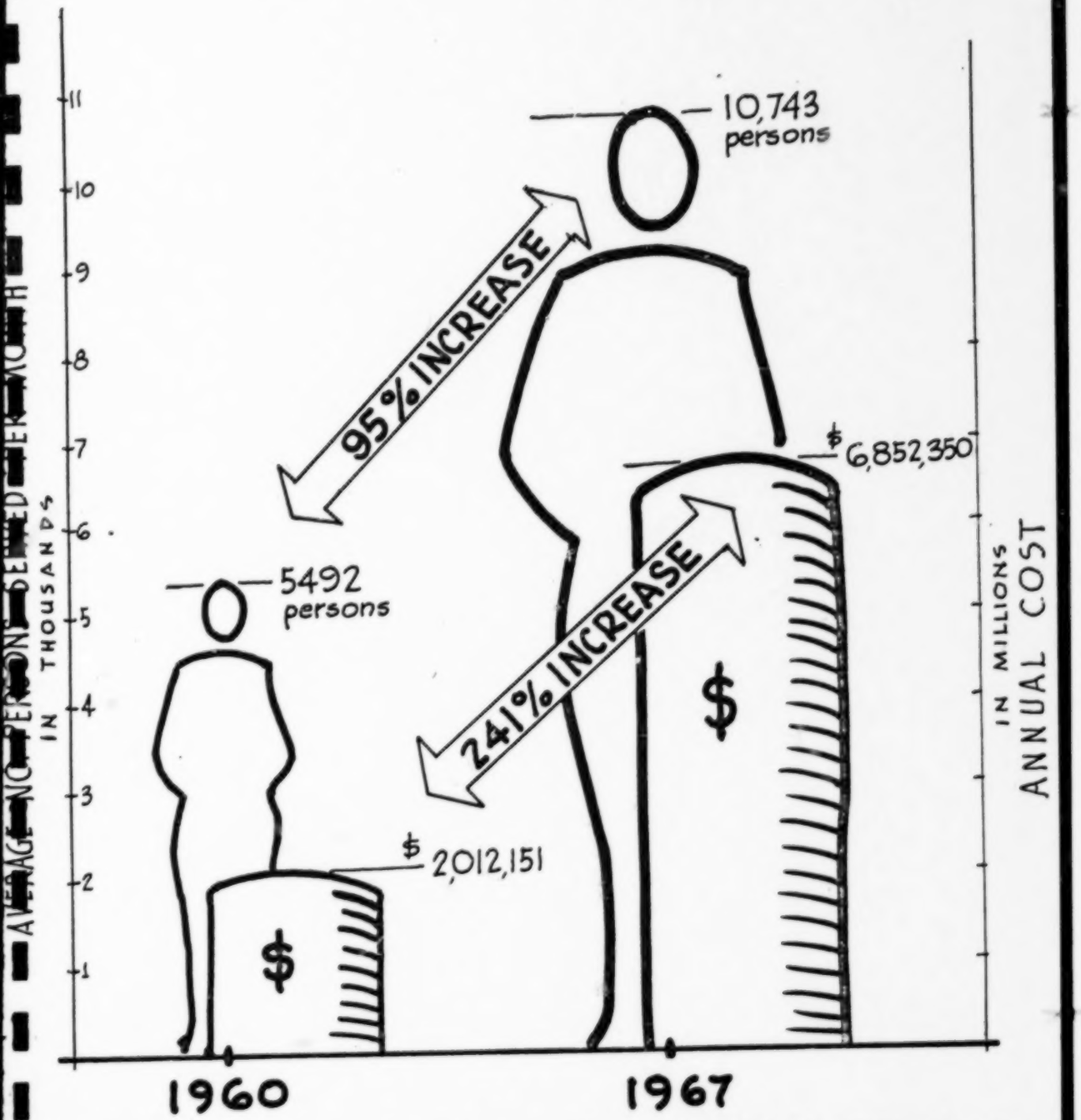
PERCENTAGE OF FAMILIES IN METROPOLITAN AREA WITH INCOMES LESS THAN $3,000 IN 1960 LIVING IN

RICHMOND 76%.

CHESTERFIELD 10%.

HENRICO 14%.

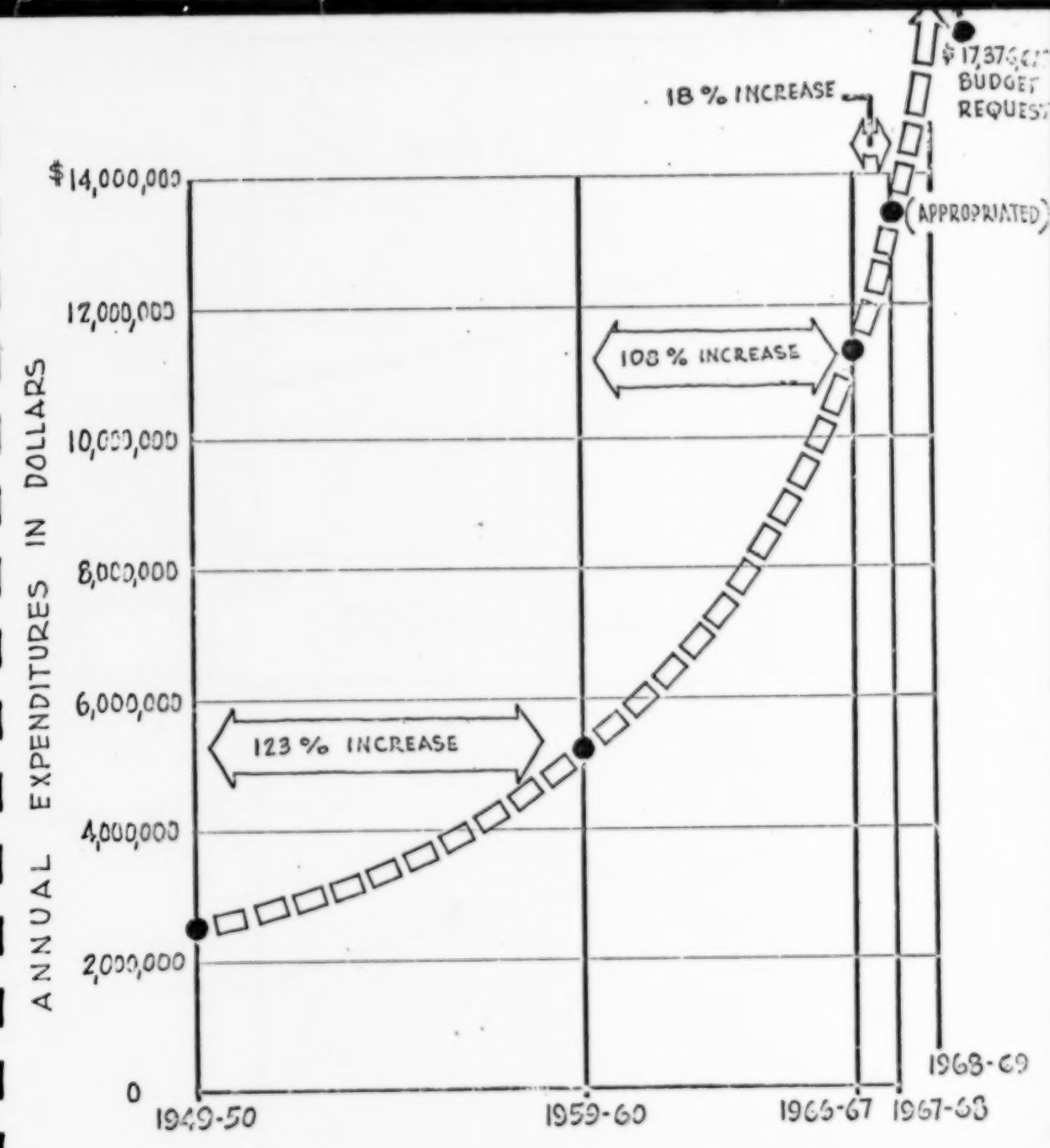
EXIBIT 8



FOSTER CARE & AID TO DEPENDENT CHILDREN

NUMBER SERVED AND COST 1960 & 1967

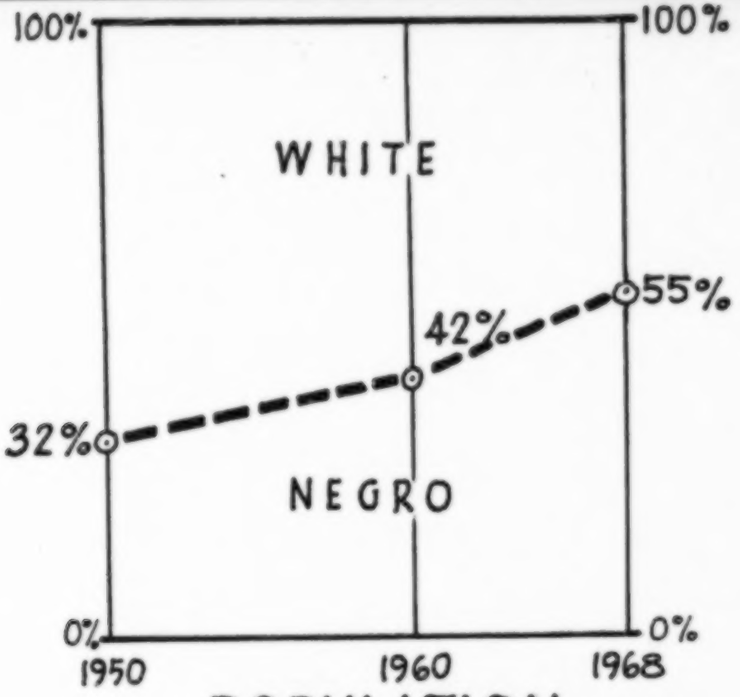
EXHIBIT 9.



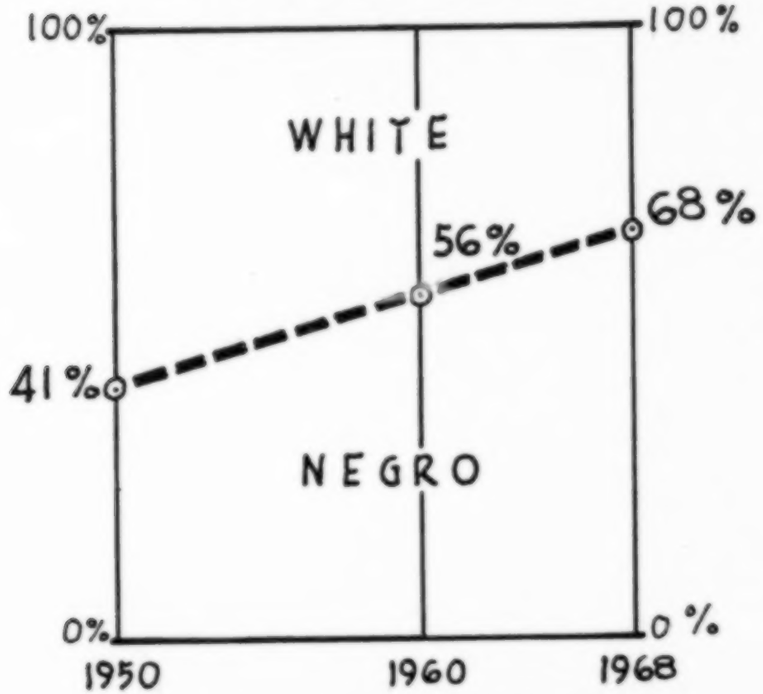
INCREASE IN WELFARE COSTS

CITY OF RICHMOND 1950-1968

EXHIBIT 12.

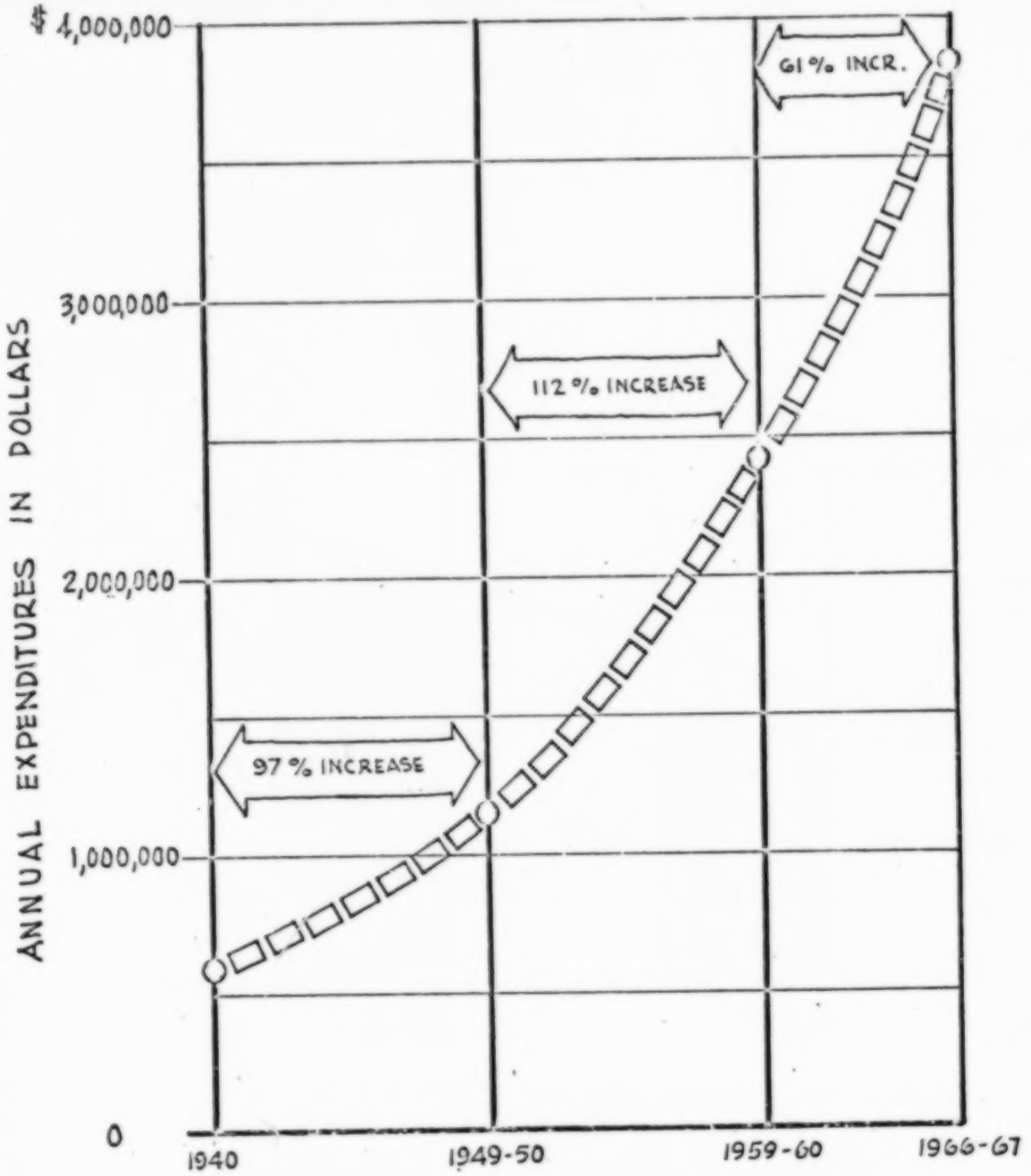


POPULATION



SCHOOL MEMBERSHIP

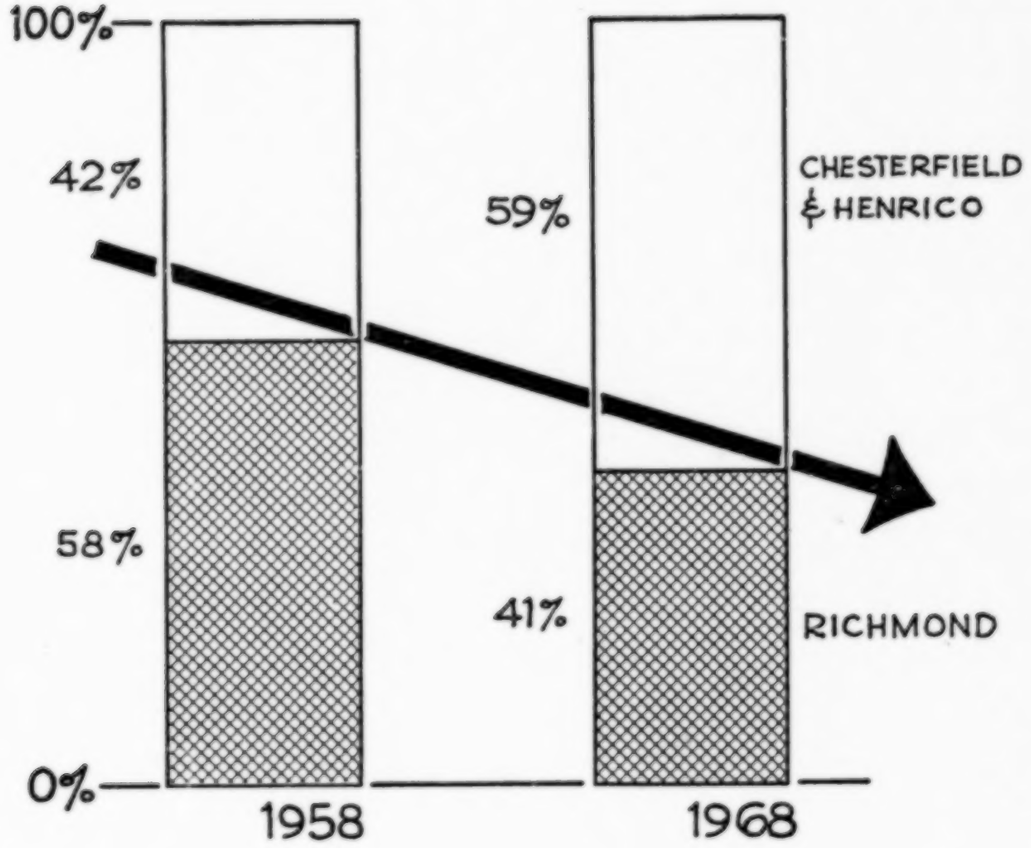
EXHIBIT 11.



EXPENDITURES FOR POLICE PROTECTION

CITY OF RICHMOND

EXHIBIT 12



TREND IN PERCENTAGE OF

REAL ESTATE VALUE *

IN RICHMOND & ADJACENT COUNTIES

* fair market value.

EXHIBIT 13

INCREASE IN NON-TAXABLE REAL ESTATE IN RICHMOND

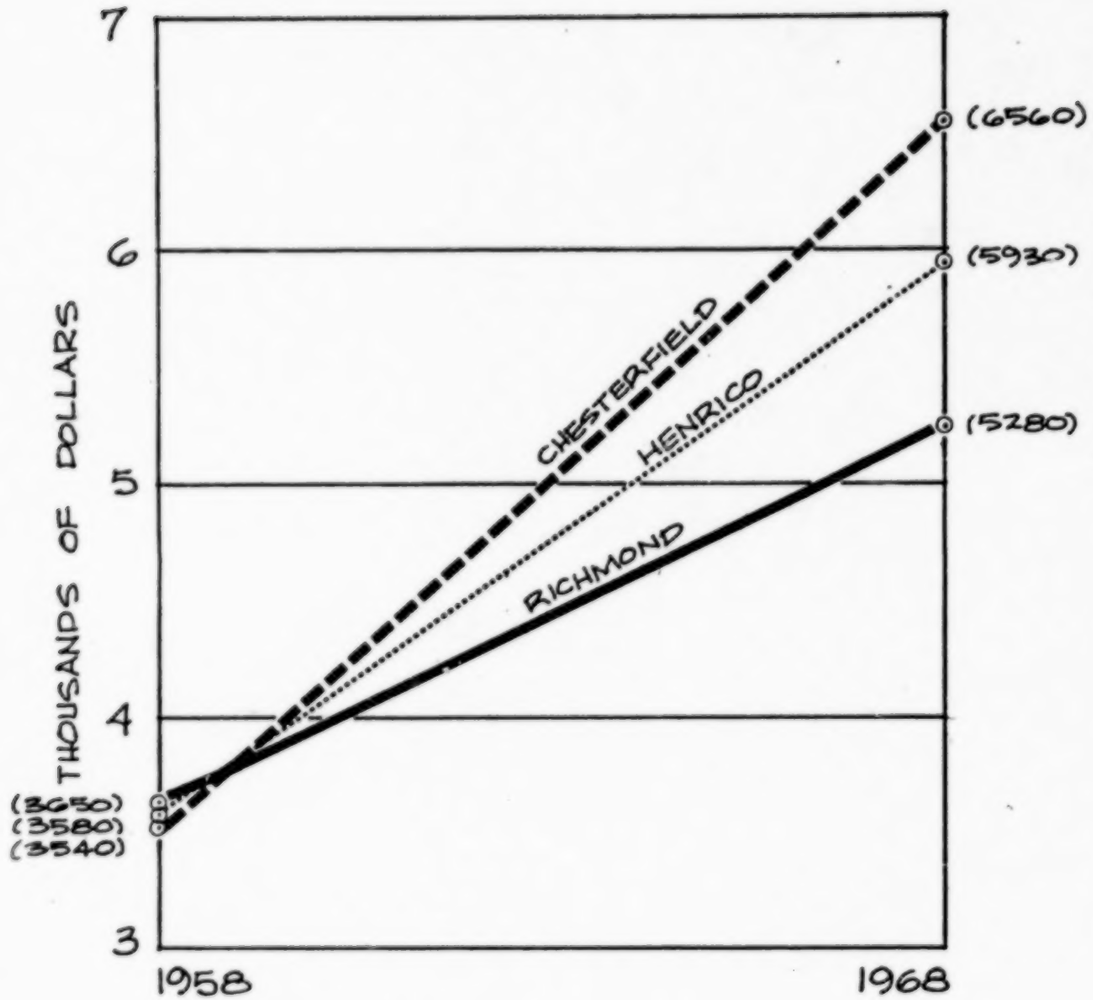
TAXABLE
1955-1968

68%

NON-TAXABLE

222%

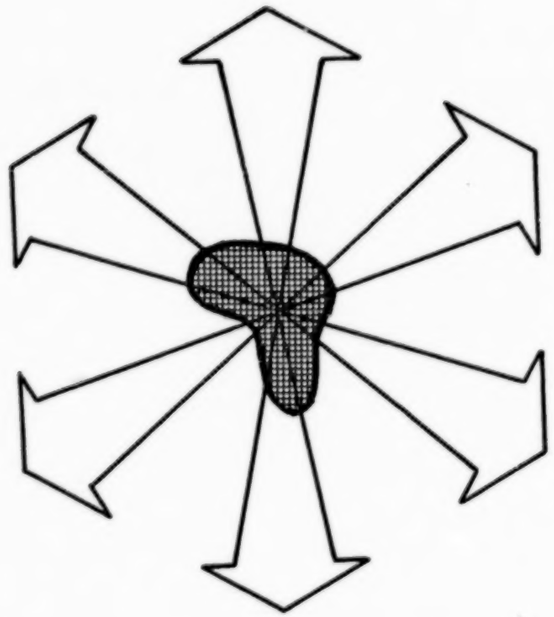
EXIBIT 14



COMPARISON OF
PER CAPITA REAL ESTATE VALUE TRENDS
FOR RICHMOND • HENRICO • CHESTERFIELD

EXIBIT 15

EXPAND



RICHMOND BOUNDARIES

City of Richmond
Report to the
Richmond Boundary Expansion
Study Commission

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FOREWORD

This report is addressed to the plight of the City of Richmond in its attempt to expand its boundaries.

Richmond's dilemma was brought to the attention of the General Assembly in its 1968 Session. As a result of Senate Joint Resolution No. 71, the Richmond Boundary Study Commission was formed.

"Richmond" as it is known by many throughout the Commonwealth and the nation is composed of the City of Richmond and parts of the Counties of Henrico and Chesterfield.

The gerrymandering of the City's boundaries is so irregular and complex that it often confuses even veteran service personnel of all jurisdictions.

The City and the counties have a joint heritage. Henrico was first formed as a Shire in 1634, in 1742 Richmond was formed as a town from a section of the county by the General Assembly. In 1749 Chesterfield County was formed from Henrico County in that portion west and south of the James River.

There are common interests shared by the residents of the whole area, as well as a common basic economy.

LEGISLATION AND PURPOSE

A lot has been said about the plight of the central city, and over the past several years the General Assembly of Virginia has addressed itself to this problem in varying ways.

In 1950 House Joint Resolution No. 31 provided for the appointment of a commission to study urban growth with the enumerated responsibility of recommending changes in the fundamental policy of the State, as will "aid in the harmonious integration of the contagious urban area". The commission proposed modifications to the annexation procedure "to permit the readjustment of boundaries of the counties, cities and towns under conditions which will, in so far as possible, do justice to all parties * * *." Adjustment of Boundaries of Virginia Municipalities and Adjacent Counties, at page 21.

In 1956, House Joint Resolution No. 46 instructed the Virginia Advisory Legislative Council to study the feasibility of consolidating local government units. This study recognized the desirability of reducing the number of units of local government by combining those political subdivisions which have mutual problems and interests. Consolidation of Local Governments and Services, at page 7.

In 1962 the General Assembly again requested the Virginia Advisory Legislative Council to study the laws relating to annexation and consolidation (see Chapter 265 of the 1962 Acts). The resulting report, Annexation and Consolidation, (House Document 16, 1964) indicated strong preference for consolidation rather than annexation.

In 1966 the Assembly established the Virginia Metropolitan Area Study Commission (Chapter 479 of the 1966 Acts) for a more comprehensive study of urban problems.

"The metropolitan areas has become the heart of Virginia's economy. If the impressive economic growth attained in recent years is to be sustained, the Commonwealth's urban areas must provide an environment conducive to desirable industrial and economic activity. A variety of economic, physical and social factors are involved, for the problems are increasingly complex. And yet if Virginia's citizens are to enjoy more favorable conditions in which to live and work and play, current trends must be reversed. The quality of Virginia's metropolitan areas must be dramatically improved. The State's metropolitan areas differ in the nature and severity of their particular problems. All, however, merit attention, for if solutions to the growing problems of the ultimate solution may become impossible. One has only to observe the massive problems of urban decay and suburban sprawl in other states to be wary of delay in facing up to Virginia's metropolitan problems. It is all too clear that the best thinking of all Virginians is urgently needed in an effort to find solutions". (page 8)

The Commission's recommendations that were enacted by the General Assembly provided for the division of the state into planning districts as a means of improved intergovernmental communications and cooperation. The voluntary formation of service districts as a new level of limited, regional, government was also authorized. This program for the modernizing of local government is now in progress. However, as the program is applicable State-wide, it is properly a gradual transition that will require many years for material accomplishment.

All of these studies have pointed up the problems experienced by the older cities of the Commonwealth, and while they have defined the problems that Richmond faces, there has been no real answer advanced that would be of any substantial benefit to the City of Richmond. The problems now being experienced by the City are acute. Richmond cannot afford the luxury of time normally consumed in regular legislative processes. Some immediate action by the General Assembly is absolutely necessary. The Assembly, by the adoption of Senate Joint Resolution 71, to some extent recognized the plight of Richmond and provided for your Commission. With you rests Richmond's real last hope. Richmond's plight will be discussed in later chapters of this report, but can be summarized in the statements below.

In particular, the lack of available land for new development is the critical problem. This limits the future growth of the City and restricts new improvements to the redevelopment of land already in urban use. The affluent middle class, which provides strong civic and political leadership, are migrating to the suburbs in ever increasing numbers as suitable housing is available only in these county areas.

The age and racial composition of the population of Richmond is a serious problem. The very young, the very old and the low income residents of the City create problems that are common only to the central or core cities. To meet the demands and needs of these people, special educational programs must be implemented. Police, health and welfare costs are to a great extent, determined by the numbers of people falling within these categories. The disparity between the social needs and the economic resources of the central city is detrimental to the future economic structure of the metropolitan region. The imbalance of the population of Richmond between the rich and the poor, the educated and the uneducated, the young and the old, must be brought back into a reasonable balance in order that the City of Richmond can be properly governed for the benefit of all of its citizens as well as the Commonwealth of Virginia.

POPULATION

Growth and Characteristics

The Richmond Region constitutes one of 212 areas in the United States defined as metropolitan by the Bureau of the Census as of 1960. The 1960 census figures showed that its growth of 24 per cent in the decade 1950-1960 was 7th highest among 48 areas of comparable size (250,000 to 500,000 population).

As a metropolitan area, the Richmond Region ranks 15 highest in population among 34 state capital areas (16 are not considered metropolitan areas according to the Bureau of the Census definition).

In the period from 1930 to 1968, the population of the Richmond Region has increased from 237,000 to an estimated 488,000 or 106 percent; that of the surrounding eight counties and three cities has grown from 119,000 to 205,000 or 72 per cent.

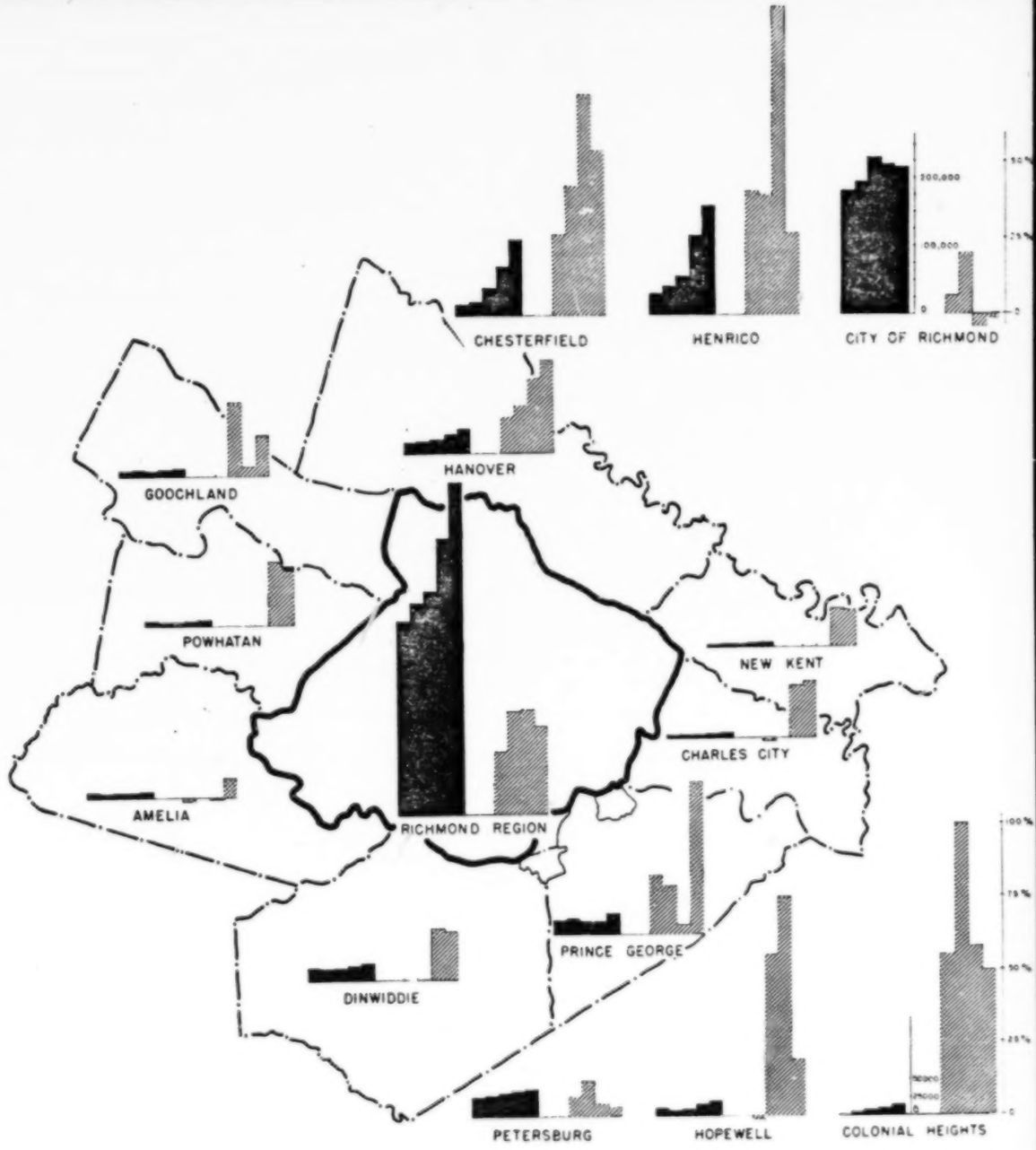
The population and rate of growth of the three jurisdictions making up the Region and of the surrounding eight counties and three cities, from 1930 to 1968 are shown graphically on Plate 1.

On Plate 2 is shown population trends. This comparison is for the United States, Virginia, and the Richmond metropolitan area. It can be seen visually by the slope of the line of growth that the Richmond metropolitan areas has been growing at about the same rate as that of Virginia and the United States. Virginia had rates of growth of 10.6% during the 1930-40 decade. It's rate increased to 23.9% during the 1940-1950 decade, lower to 19.9% during the 1950-1960 decade and is estimated at 16.4% in the years 1960-1968.

Population increase in the Region during this period has been as follows:

Table 1 - Population Increase

	Population - 1,000's				
Jurisdiction	1930	1940	1950	1960	1968 (1)
Chesterfield County	26	31	40	71	111
Henrico County	30	42	57	117	161
Richmond City	183	193	230	220	216
Total	239	266	328	408	488



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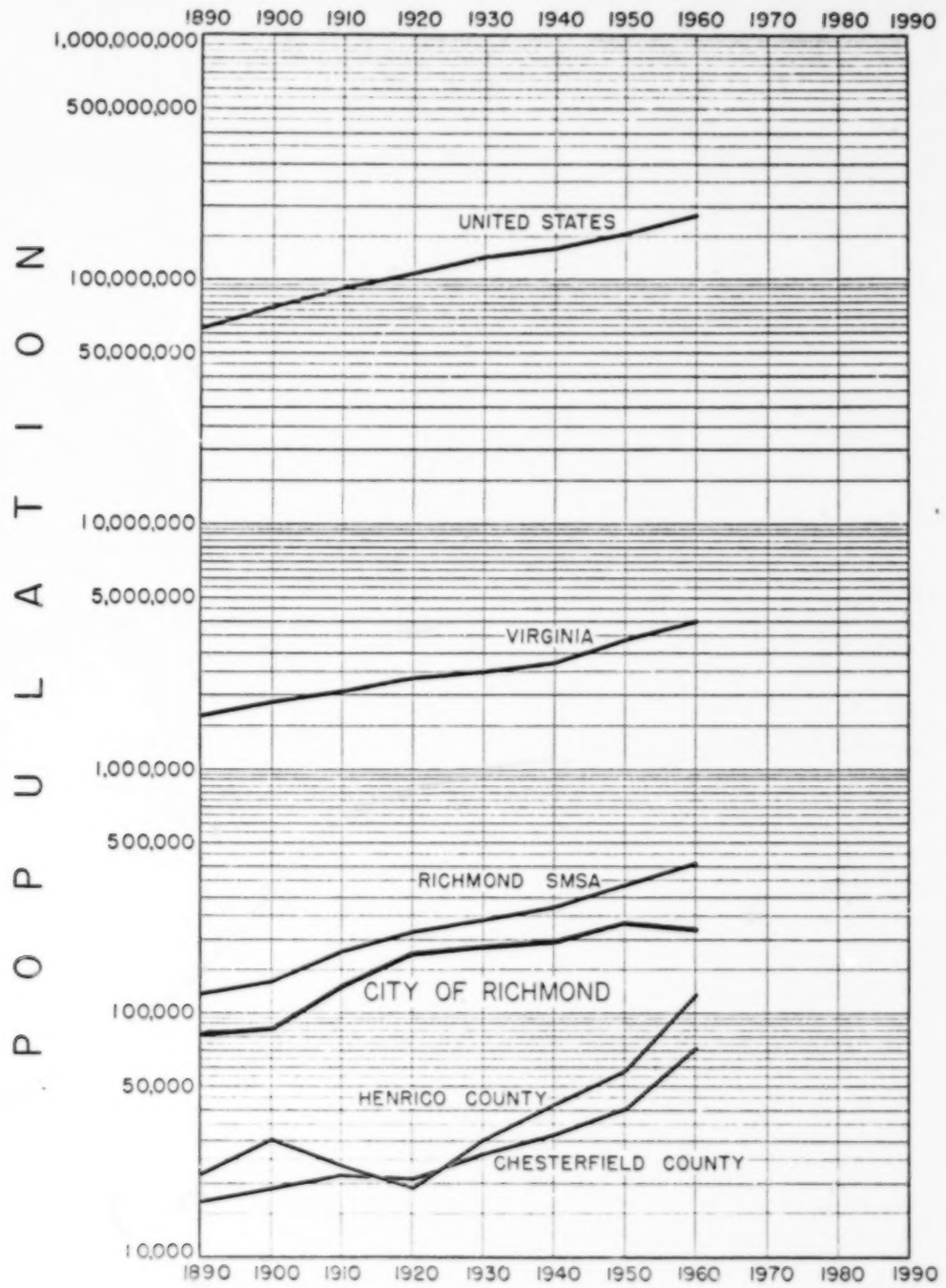
POPULATION TRENDS

RICHMOND REGION & ENVIRONS

POPULATION RATE OF GROWTH

PLATE
1



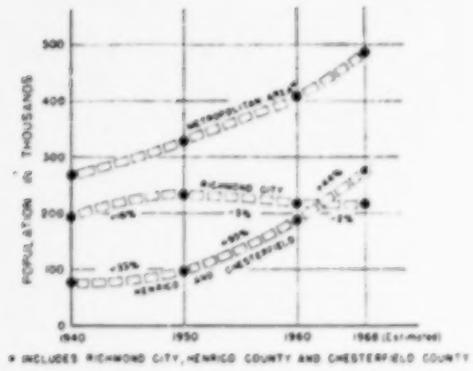
POPULATION SIZE TRENDS

UNITED STATES, VIRGINIA,
RICHMOND SMSA, CITY OF RICHMOND,
HENRICO & CHESTERFIELD COUNTIES

SOURCE: U.S. BUREAU OF THE CENSUS

PLATE 2

In looking at the composition of the metropolitan area, we must look individually at the city and the two counties. This is grafted below:



COUNTY-CITY POPULATION TRENDS

Here we can see that Richmond lost population for the first time in its history between 1950 and 1960. During the decade, Richmond 5%, while Chesterfield County increased 76% and Henrico increased 105%. Henrico County during this period was the second fastest growing county in the State.

But, if you look at the period 1960-68, you will see that Richmond has continued to lost population at the rate of 2%, while in the counties, the pendulum has swung from Henrico to Chesterfield as the fastest growing. Chesterfield's rate of growth has gone from 76% in 1950-50 to 56% in 1960-68 and, Henrico has decreased from 105% in 1950-60 to 37% in 1960-68.

Thus, the counties have had the major population increase in the region during this period, and the city in the last 18 years has suffered a loss of population.

Expected population, and percentage increased up to 1985 as follows:

Table 2 - Population Estimates in Thousands

Jurisdiction	1970(1)	1980(1)	1985(2)
Chesterfield County	132	170	220
Henrico County	171	200	233
Richmond City	215	230	260
Total	518	600	713

Note:
(1) Division of Planning, Commonwealth of Virginia
(2) Richmond Regional Planning Commission

Jurisdiction	Percentage Increase 1960-70	1970-1980	1980-85
Chesterfield County	86	29	30
Henrico County	46	17	16
Richmond City	-2	7	13
Total	27	16	19

The estimated increase in Richmond's population following 1970 can be achieved only with massive renewal activity and thus may not be a realistic projection.

The following plate 3 graphically portrays the change in age and race composition of Richmond compared to that of the total metropolitan area.

Richmond suffered an imbalance in population since 1950 as compared with the normal age distribution from the metropolitan area. There has been an exodus of young white families from the city from ages 20 through 54, as well as children in the 0 to 9 year ages. The adult age group of 20 through 54 represents the working and productive age that is so vital to the city's economy as well as productive leadership group.

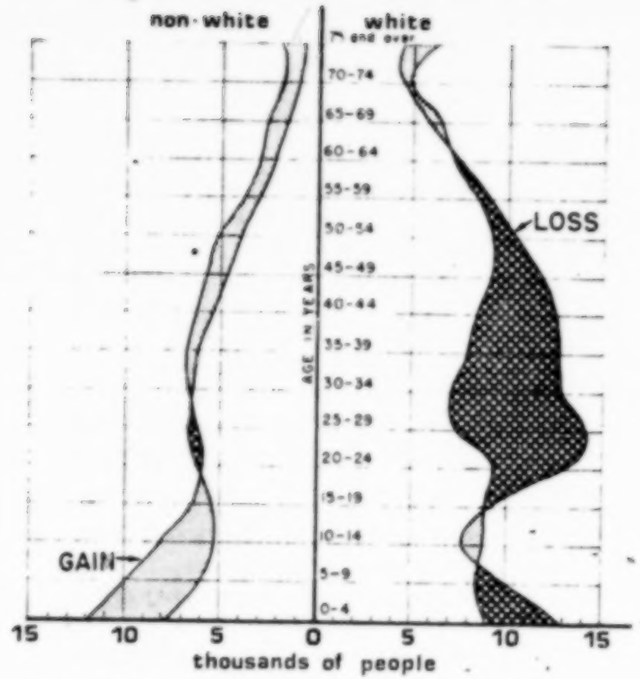
There has been some growth in whites in the 60 year old and above, but this represents people approaching retirement.

The city gained in non-white population with increase in the older age groups and extremely large increases in the 0 - 19 age group. Within the city, from 1950 to 1960, the non-white population increased 18,890 while the white population decreased 29,601 producing a net loss of 10,711.

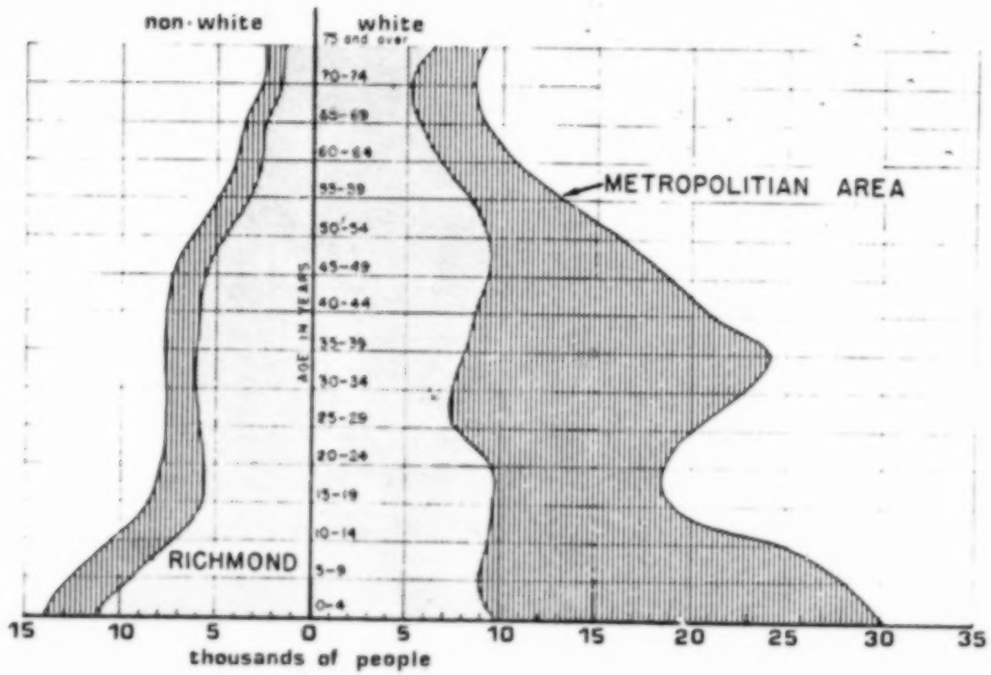
In 1968, the City Planning staff of Richmond estimates the ethnic composition of Richmond is 45% white and 55% non-white. This represents a steady increase of non-white persons migrating into Richmond to replace the former white Richmonders who have migrated to the counties. An analysis of the ethnic composition since 1940 is shown in the table below.

Table 3 - Ethnic Composition

	1940		1950		1960		1968	
	White	Non-white	White	Non-white	White	Non-white	White	Non-white
Richmond	68%	32%	68%	32%	58%	42%	45%	55%
Henrico	83	17	90	10	95	5	Unavailable	
Chesterfield	80	20	79	21	85	15	Unavailable	



POPULATION TREND 1950-1960



POPULATION COMPOSITION 1960

PLATE 3

After a decrease in annual white birth rate of 18 to 16 per 1,000 in the period from 1953 to 1957, the white birth rate has held at 16 per 1,000 through 1967. The non-white birth rate increased from 29 to 31 per 1,000 in the same period, but continued on a downward trend since 1959 to a rate of 22 per 1,000 in 1967.

The death rate of the white population increased from 10 to 12 per 1,000 from 1953 to 1957 and now has reached 16 per 1,000 in 1967. The non-white rate has held steady at 12 per 1,000 from 1953 to 1957 and now has declined to 11 per 1,000 in 1967.

The changes shown above in birth and death rates for white and non-white show the white birth and death rates as equal, providing for no natural growth and possibly reflect two other factors: (1) The middle age white population is moving to the suburbs and leaving the City with a higher portion of older persons. (2) The national trend for both white and non-white is toward a lower birth rate.

URBAN CHARACTERISTICS

There is no sharp dividing line that distinguishes the urban community from the rural community. Urban areas are, generally, considered to be developed centers of population containing concentrations of homes, industry and commerce rather than farms, woods and fields. Urbanization is the product of the industrial revolution. The urban community now has two ill defined components, the central city and the suburbs. The latter component is the spill over of the city and is the product of the automobile and improved highways. The November 6, 1967 issue of U.S. News & World Report indicated that only 27 per cent of the nation's population was rural and 73 per cent is urban. The urban fraction was 34 percent suburban and 39 per cent cities and towns.

The classification of urban is used without a clear definition and is associated with both population densities, which measure the intensity of the residential development of segments of a region, and land use. The Virginia Supreme Court of Appeals has used this classification in the review of annexation cases such as County of Chesterfield vs Berberich 194 Va. 500 and County of Norfolk vs Portsmouth 186 Va. 1032 with the statement to the effect that the policy of the Commonwealth is to place urban areas under city government and to keep rural areas under county government.

The 1960 Federal census classified enumeration districts with a density of 1000 inhabitants or more per square mile (excluding large non residential developed tracts) as urban. Harland Bartholomew, the noted land use planner, has stated that a density above 40 can not be considered rural.

It is appropriate first to analyze densities of the city and the counties as a whole. The table below compares the gross density of these areas since 1940 using the 1942 boundary of Richmond.

Table - Gross Densities

	Persons Per Square Mile			
	1940	1950	1960	1968
Richmond	5,200	5,760	5,500	5,400
Henrico	110	235	480	655
Chesterfield	50	85	150	235

The Public Administration Service report, A Plan of Government for The Richmond Region, dated 1959 listed the 1950 population densities of 17 selected cities of large area. Richmond had a much greater density then and has retained this dubious destinction according to 1965 estimates of population. Only one of the cities, other than Richmond had a lesser density in 1965 without a major extension of its boundaries.

A Look at densities of the larger Virginia cities in 1968 will reveal:

Alexandria	7,515 Person/sq. mile
Portsmouth	5,550
Norfolk	5,045
Hampton	1,676
Newport News	1,155
Virginia Beach	510
Chesapeake	230

A city resulting from the consolidation of Richmond and Henrico County would have a density of 1,325 persons per square mile. The addition of the area that Richmond is seeking to annex from Chesterfield County would increase this density to 1,340 persons per square mile. These extensions of the boundaries of the City of Richmond would result in a city with a density greater than three of the seven Virginia cities listed above.

Detail data concerning the distribution patter of population between the decennial census are lacking on a regional basis. Henrico County conducted a special census in 1963 and Chesterfield County conducted a similar census in 1968 in connection with their defenses of Richmond's annexation suites. This data, along with other analysis of housing trends, has been used in conjunction with the 1970 census tracts to determine the 1968 density of residential development within the counties of Henrico and Chesterfield. The estimated densities of the census tracts are shown on Plate 4.

It is of significance to note that urbanization in Henrico County, of the same density range as the cities of Petersburg and Hopewell, has extended from Richmond to the Goochland County line. Also, that much of the northeast part of Chesterfield County has reached this same density.

A large part of Varina Magisterial District in Henrico's east end has not reached a density of 100 persons per square mile. In 1960, this area had a density of 56 persons per square mile which, in 1963 had increased to 66 persons per square mile. The density in 1968 is estimated to be between 80 and 90 persons per square mile. This area, even though it is the most rural part of the County shows indications of beginning to become urban.

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1968 POPULATION DENSITY
BY COUNTY CENSUS TRACTS
PERSONS PER SQUARE MILE

- LESS THAN 100
- 100 to 499
- 500 to 999
- 1000 to 4999
- 5000 to 10,000
- OVER 10,000

PLAT
4

Another measure of urbanization is land use. On Plate 5 is shown the geographic distribution of land in use as taken from the land use map in the report of the Richmond Regional Development Plan, by Marcou, O'Leary and Associates, June 1967. The land use data is for 1965, as portrayed in this plate.

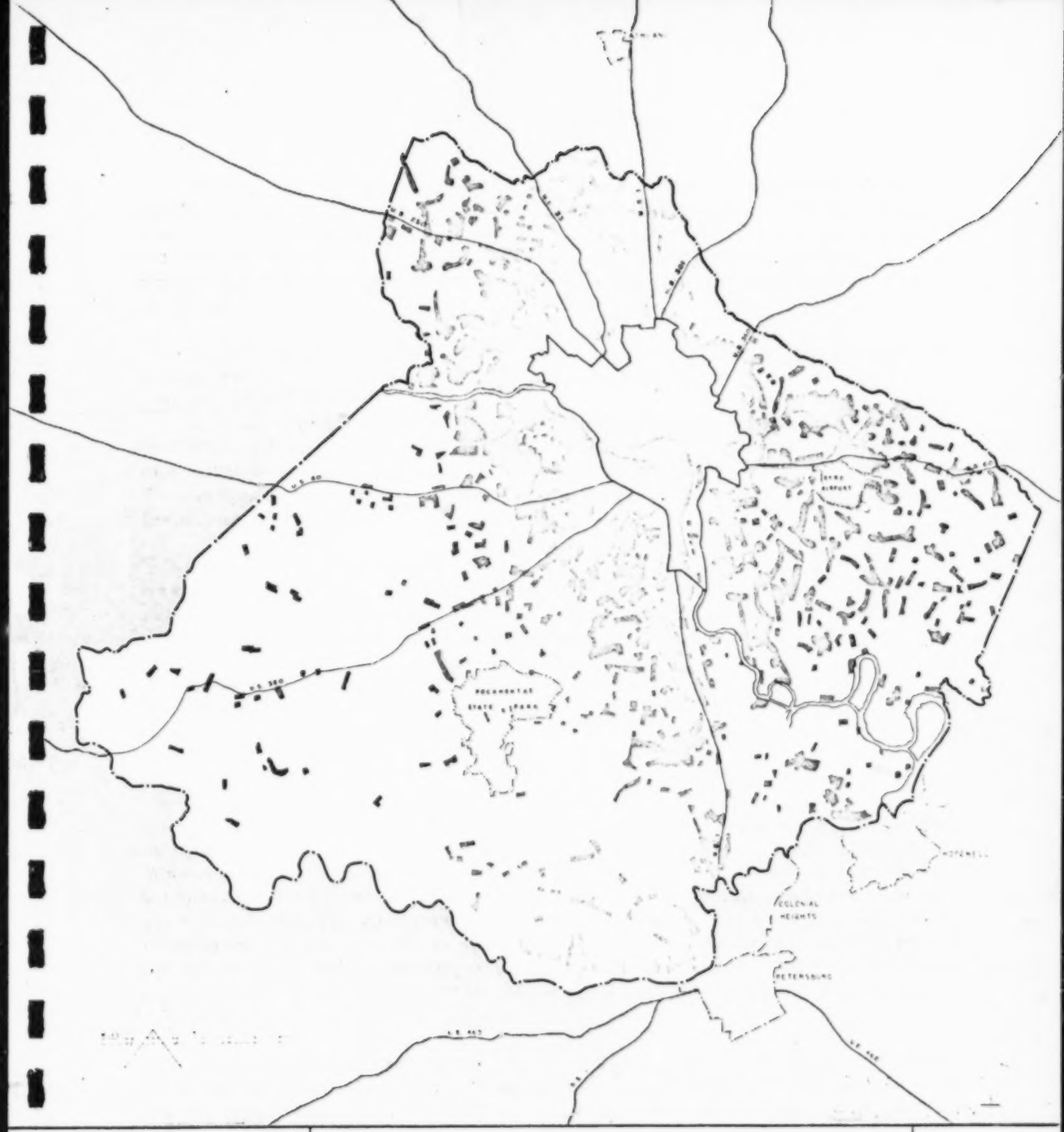
The same consultants also submitted a report, Analysis of the Physical Potential for Development of Land in the Richmond Region prior to the above mentioned report in which detail land use data was published. This data seems to be for the year 1963. A summary of their table 1 is below.

Table - Gross Acres Land Use

	Henrico	Chesterfield	Richmond
Residential	14,681	10,799	11,497
Commercial	775	612	1,309
Industrial	2,979	1,338	2,705
Public & Semi-Public	1,733	575	3,947
Parks & Playgrounds	2,052	7,932	1,152
Developed Land	22,220	21,256	20,610
Vacant	128,125	278,427	4,990
Total	150,345	299,683	25,600

The extent of urbanization in the metropolitan area can be considered in two forms. By percentage, Richmond was 80% developed, whereas Henrico was only 15% built up, and Chesterfield was 7% built up. By actual area developed, both the counties of Henrico and Chesterfield had a larger amount of developed land than the city. Development during the insuing five years has been concentrated in the counties so that the disparity is greater today.

Although the percentages of county land in urban use were relatively small in 1953, the graphical presentation of the 1968 development patters on Plate 6 gives a clearer picture of the current extent of urbanization.



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EXTENT OF URBANIZATION
1968
EXISTING RESIDENTIAL, COMMERCIAL
AND INDUSTRIAL DEVELOPMENT

PLATE
5

VACANT LAND

The quantity of vacant land within a city has a direct relationship to a city's ability to cope with changes in economy. As buildings and structures wear out, their users must relocate to other areas during the time required for redevelopment. In addition, if a city to cope with growth, whether in the private or public sector, there must be space for its citizens to live, work and play.

In past decades, Richmond was able to acquire the necessary vacant land by annexation.

In 1940, when Richmond sought annexation, the vacant land amounted to 26% of its area. The courts recognized Richmond's plight and awarded the city sufficient land to increase this percentage to 36.6% or 8,737 acres. This increase in vacant land restored the city's ability to cope with growth for a number of years.

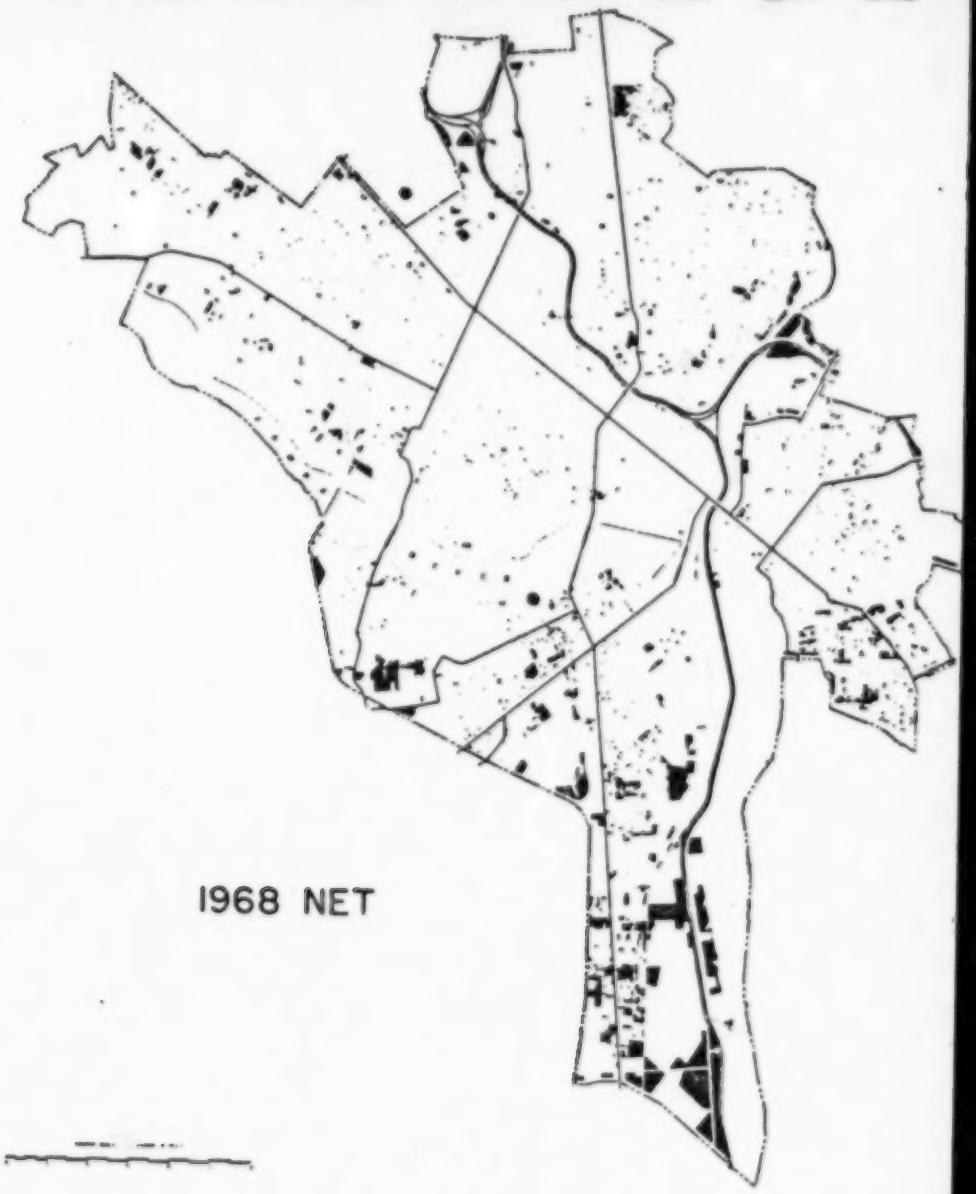
After World War II, there was a change in land use patterns, industries wanted larger tracts, plants expanded horizontally instead of vertically, residents wanted larger lots for their homes, and emphasis was placed on projects that consumed land at a faster rate.

Richmond developed land at the rate of about 650 acres per year. In 1956 the supply of vacant land had dwindled to 6,120 acres or 25.6%. By 1963, the time of the Henrico annexation case, this had further reduced to 4,011 or 16.8%.

By 1968, the vacant land supply was an all time low of 12.6% or 3030 acres. This 3030 acres is gross land within the city, quantitiatively correct, but qualitatively incorrect. This 3030 acres includes many small and odd shaped parcels, it includes land subject to inundations, land with excessive topography, land held or reserved for municipal purposes, and land held by private industry for their own plant expansion. When these factors are considered, it reduces the available land supply to 1548 acres or 6.4% of the city's land. This comparison of present day land supply with what was the city's vacant land supply in 1942 can be seen graphically on the map on the following page.

This shortage of vacant land has been a major factor in the growth of the surrounding counties. In these counties there is available vacant land in large parcels and in quantity sufficient to invite private capital to pass over undesirable parcels within the city. In the Richmond area, with its unified basic economy, entrepreneurs are not able to cope with the problems of land assembly and private renewal that is required for building within the city when suitable, vacant land is available in the adjacent counties.

1942 GROSS



1968 NET

VACANT LAND

PLATE
6

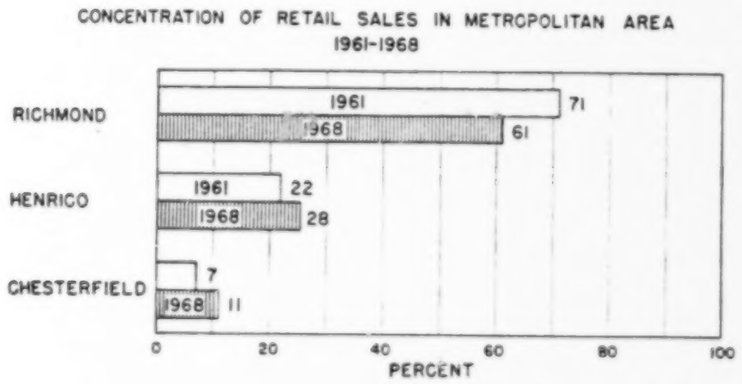
THE ECONOMY

The pattern of urban development in the metropolitan area is influenced by local economic growth and by economic activities elsewhere in the state, region and nation. To study the economy of the metropolitan Richmond area, we must look at a number of factors influencing this growth. These factors will be discussed in subsequent pages.

Retail Trade

Richmond has historically been the trade center for an area of about 40 counties and 10 cities. This area receives about 25% of the disposable income of the State. After World War II, and with the coming of outlying shopping centers, Richmond's share of this retailing has been decreasing.

A close look at Richmond's position as a retail center can be seen in the chart below:



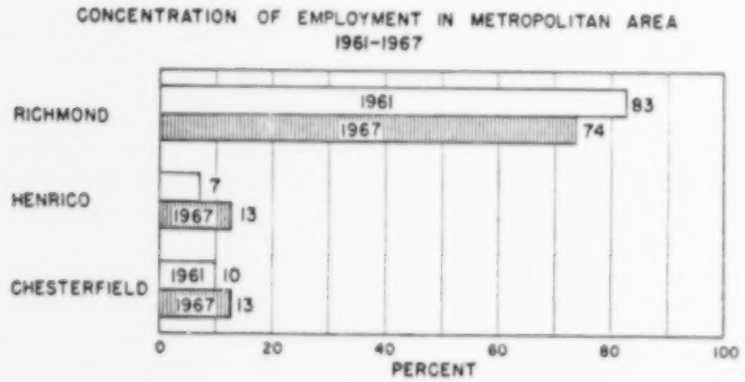
This chart which covers the period from 1961, the year of the merger study to the end of the 1968 fiscal year, shows that Richmond has lost 10% of the retail sales of the metropolitan area, whereas Henrico has gained 6% and Chesterfield has gained 4% within a period of seven years.

The loss of retailing, the sales taxes, and business taxes derived from these sales create voids which the central city has to make up in its search for revenues to balance its budget.

Employment

Growth in population and job opportunities are interrelated. Thus as job opportunities have ma :rialized, people have moved into the cities to fill these jobs and cities or the adjacent territory have grown in population.

In past years, job opportunities were primarily found in the cities, but now this pattern has changed. In an analysis of State Employment Commission reports for 1961 and 1967 illustrate this change.



Employment has risen by 18% during the period 1961-1967, but this growth has taken place primarily in the counties as indicated by the chart above.

But even with this growth by the counties in employment opportunities, there is a shortage of job opportunities for their working population.

The following table shows that Richmond provides almost two jobs for everyone in its resident labor force, whereas Henrico and Chesterfield are far from being self sufficient in their ability to employ all of their labor force.

	1967 Labor* Force	1967 Job Opportunities	% of Labor Force Opening to Job Opportunities
Richmond	93, 725	175, 961	187
Henrico	64, 714	31, 550	49
Chesterfield	41, 513	30, 433	73

This tabulation does not reflect the interchange of workers between the three jurisdictions. The 1960 census showed that the city provided employment for 91. 8% of its own working residents and, 69. 7% and 46. 1% of the working residents of Henrico and Chesterfield respectively.

This interplay of employment is another indication of community of interest that exists between Richmond the surrounding counties.

The following map which is from the Richmond Regional Area Transportation Study graphically shows the other areas upon Richmond for employment in 1964, and projects the dependence that is expected in 1980.

*Estimated from 1960 ratio of labor force to total population.

EMPLOYMENT COMPARISONS 1964-80

PLATE 7

Tax Base

The ability of a community to finance the programs of local government is governed by its economic base, legal limitations imposed by the Constitution, charter, and statues, and by the willingness of the people to pay the cost of meeting the needs of the community. In analyzing the tax base of a community, there are many sources of revenue, but all sources of revenue are, in the final analysis, derived from the income of the private and corporate citizen.

The largest single revenue item in local government budgeting is real estate taxes, so this is the best available common denominator for statistical comparison.

With assessment practices varying in the Richmond metropolitan area, it is necessary to convert real estate assessment to fair market value. The table below contains information from the PAS report, A Plan for Government for the Richmond Region.

	Assessed Value in Millions	Sales Ratio	Fair Market** Value in Millions
Richmond	673	81%	831
Henrico	151	40%	378
Chesterfield	68	29%	234

Similar data for 1968 is as follows:

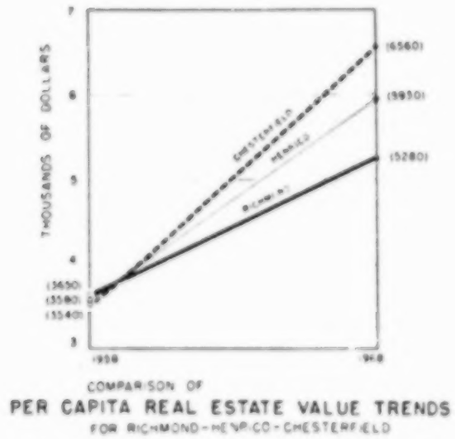
	Assessed Value* in Millions	Sales* Ratio	Fair Market** Value in Millions
Richmond	1,026	89.9	1,141
Henrico	311	33.0	942
Chesterfield	215	30.3	710

* Ratio of assessed value to sales value, Virginia Dept. of Taxation
** Computed

The percentage distributions and the changes during the ten year period are as follows:

	1958	1968	% Change
Richmond	58%	41%	-17
Henrico	26	34	+ 8
Chesterfield	16	25	+ 9
Total	100	100	0

This dispersity is further exemplified by the chart below:



COMPARISON OF
PER CAPITA REAL ESTATE VALUE TRENDS
FOR RICHMOND-HENRICO-CHESTERFIELD

In 1958 Fair Market Value of Real Estate Per Capita in the three jurisdictions were within $95 of each other, with Richmond being the leader. With the growth in the counties, this relationship has changed drastically. There is now a dispersity of $1280 per capita between Richmond and Chesterfield, and likewise a dispersity of $650 per capita between Richmond and Henrico.

This disparity in resources has resulted in the following disparity in true tax rates:

	1958	1968
Richmond	$1.52	$1.65
Henrico	.98	.97
Chesterfield	.72	.94

The total disparity in the cost of services is not as great as is indicated by this tabulation due to additional services provided by the city and the lower service charges imposed.

Industry

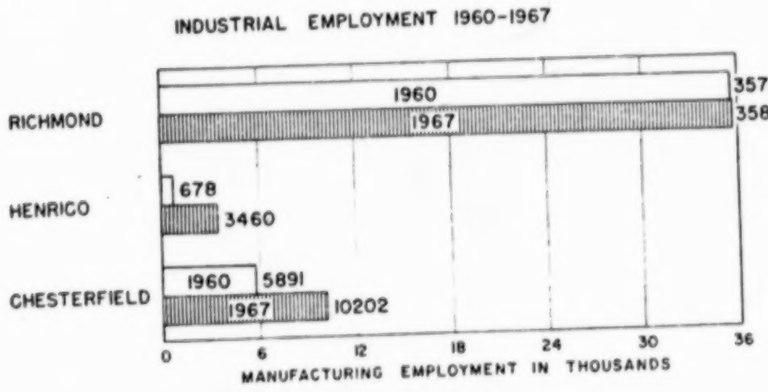
Richmond is the largest center of manufacturing activity in Virginia. Its industry is a principal source of the economic vitality and growth of the metropolitan area.

Richmond's position as the gateway to the South, and its dominance as a transportation center has caused Richmond industry to prosper. This coupled with a steady population growth has made a climate for steady industrial growth.

This growth can best be understood in the reports of the Virginia Employment Commission.

In 1960 the Richmond Metropolitan Area had employment of 32, 296 persons in manufacturing. In 1967, this had risen to 49, 487 persons, or an increase of 17 percent. This growth in manufacturing closely parallels the growth of the area in population.

The disproportion of this growth can be seen in the chart below.



As can be seen by the chart, Richmond is still dominant as having the largest concentration of manufacturing employment. The shocking thing is that as employment has risen in the metropolitan area, Richmond has only grown by 98 jobs, whereas Chesterfield has grown by 4, 311 jobs and Henrico by 2, 782. This growth percentage-wise is expressed as follows:

Richmond	0.2%
Henrico	410.3%
Chesterfield	73.1%

Manufacturing activity in the Richmond Metropolitan Area can be expected to increase steadily, as its population increases. But with Richmond's lack of vacant land, the City cannot expect to compete with the surrounding counties for these industries. Furthermore, because of obsolete plants, traffic congestion and similar problems in the city, relocation of Richmond industries can, and will likely continue to be made, on vacant land in the counties.

Income

Per capita income is an indication of the ability of citizens to pay for municipal services. In 1960, of all families living within the Richmond region with income of $3000 or less, 76% lived in Richmond, 10% in Chesterfield County, and 14% in Henrico County. The income level of $3000 or less is considered by the government to be the poverty level.

Per capita income for the region for the period 1960-1965 is shown in the table below.

	Richmond	Henrico	Chesterfield
1960	$2,272	$2,568	$2,294
1965	2,419	3,165	3,255
Increase	147	597	961

Source - University of Virginia Bureau of Population & Economic Research

Income has a direct relationship to municipal services required by citizens, as well as to the citizens' ability to pay for these services. With the high demands of the citizens of Richmond for services and their low economic ability to pay for these services, Richmond's financial future is grim.

During this five year period, the per capita income of the residents of the city increased by only $147 which was less than the income lost by inflation. The increase for residents of Henrico County was four times that of city residents and the increase for residents of Chesterfield County was six times as great. These increases were more than sufficient to cover the loss by inflation.

MUNICIPAL SERVICE

In the Richmond region, all three jurisdiction provide the services provided for by General Law. Other services are provided by the jurisdiction according to established governmental policy. The table below lists these major services and each will be discussed later.

Comparison of Municipal Services

	Richmond	Chesterfield	Henrico
Education	X	X	X
Health	X	X	X
Housing	X		
Libraries	X	X	X
Planning	X	X	X
Public Safety	X	X	X
Public Works	X	X	X
Public Utilities	X	X	X
Recreation	X	X	X
Welfare	X	X	X

Education

All three jurisdictions have excellent school facilities and educational programs. Richmond and Chesterfield provide education from kindergarten to grade 12. Henrico does not have a kindergarten program. In terms of students, 1968-69 enrollment was 45, 419 for Richmond, 27,110 for Chesterfield and 33,077 for Henrico.

In the terms of educational cost during 1967-68, Richmond spent $508.90 per pupil, whereas Chesterfield spent $450.09 and Henrico spent $496.38 per pupil for educational cost.

The dispersity in education is that in Richmond with its high percentage of disadvantaged, there are increased cost for special education that is not needed in the counties. Richmond has had to build a large Technical Center to train persons not able to go to college. It has also had to institute other programs for disadvantaged that can only be associated with core cities.

Health

There is great differences in Public Health Service in the area. Richmond spends nearly four times as much for health service as the two counties put together. With the older structures in Richmond, there is a terrific need for environmental and housing sanitation, something nonexistent in the counties with its newer structures. With its imbalance of population, Richmond has a costly program of medical aid to the elderly, again something found much less in the affluent counties.

Housing

Richmond and other older cities has a critical housing problem. In a study in 1966, there was an indicated need for 7,000 dwelling units by 1971 to replace dwellings expected to be removed from the housing supply. In asmuch as old city dwellings wear out, they must be replaced if suitable living standards are to be maintained for its citizens. In the county, where there is not this problem of aged structures, there is presently no need for this type of program. But in years to come, they too will be faced with this dilemma. With Richmond's lack of vacant land, this much needed arm of city government is hampered in meeting its task.

Libraries

All three jurisdictions in the region have library systems. But there is a difference in amounts spent on the library as well as quality of service. Richmond spends $3.06 per capita for libraries and has a book collection of 395,842 volumes. Henrico spent $0.90 per capita for a partial year of operation and now has a book collection of 61,226. Whereas Chesterfield spends $1.09 per capita for library service has a book collection of 29,266 volumes.

Planning

Each of the three jurisdictions have Planning Commission and staff. Also there is a Regional Planning Commission and staff.

But planning is a process which looks into the future for the purpose of influencing the well being of the people. When there is one socioeconomical area fragmentation of roals and aspirations of the community cannot be tolerated.

With four planning bodies going in their own way, the best interest of the community is not being served. Planning being an advisary and guiding service to local government should be on an all-over scope.

Public Safety

Public safety is of serious concern to the whole region. Fire, crime and catastrophe knows no boundaries so preventive measures as well as suppression measures must be equal in all three jurisdictions. As of now, there is dispersity in equipment and manpower in the area. This can be readily seen on the following table.

	Richmond	Henrico	Chesterfield
Police Personnel/1000 pop.	2.6	0.9	0.7
Fire Personnel/1000 pop.	2.1	0.6	0.1
Fire Apparatus/1000	0.2	0.2	0.4
*Building Inspection/1000	0.1	0.1	0.1

*Building, electrical, plumbing

As can be seen above, preventive and suppressive measures of municipal employees are not equal in the region.

Public Works

Chesterfield County does not maintain its own roads and streets. This is done by the State Highway Department. In Henrico County, secondary roads and streets are maintained by the county and the State Highway Department maintains primary roads. Richmond maintains both primary and secondary streets and roadways.

Another major function of public works in an urban area is solid waste collection and disposal. In Richmond, trash and garbage is collected twice a week from all of its residents. This essential health service is not performed equally in the county by the municipal government. Chesterfield collects trash once a month from all of its residents, and relies on private scavengers to pick up trash and garbage from its highly urban residents. In Henrico, the county picks up trash and garbage from less than one half of its residents, and allows private scavengers to collect from the remainder of the populous.

All jurisdictions provide drainage facilities although the quality and extent of this service vary greatly. Richmond has provided this service for many years and is served by a comprehensive storm drainage system. Most of the county facilities have been provided in conjunction with highway projects. Henrico County recently established a central program within its planning department and has constructed some rather extensive facilities to correct serious flooding problems. Chesterfield County's Engineering Department is becoming more active in this field and on occasions the limited expenditure of public funds have been authorized to correct chronic problems.

Public Utilities

All three jursidictions provide water and sewer service while only the City of Richmond distributes natural gas. The city makes this service available to a major portion of Henrico County and a limited portion of Chesterfield.

The city water and sewer systems have been established for many years and a liberal policy concerning the extension of such service to the adjacent counties has assisted in the rapid urbanization of the counties.

Both the water and sewer treatment plants have been designed to serve the growing population of the region and are currently capable of serving additional portions of the adjacent counties.

The city is faced with a serious problem in connection with the combined sanitary and storm sewers that serve the older sections of the city. This problem is common to most older, core cities as such sewers were constructed before the need for sewage treatment and stream pollution control were realized.

Henrico County utilizes sanitary districts as the vehicle for financing the construction of water and sewer facilities and currently has a total of twelve such separate units. The facilities to serve new developers are usually provided by the developer. Most of the county districts distribut water purchased from the city and a recent contract also provides for the city to treat the sewage collected by the county facilities.

Chesterfield County has, until fairly recently, depended upon the city for its major source of water as the capacity of its separate facilities could not keep pace with its growing needs. Now, with three separate souces, the county will soon discontinue the use of city water. The water system is operated on a county wide basis as is the sewer system that was initiated in 1962. Prior to the operation of these facilities, the city provided disposal service for some adjacent areas. The county disposal facilities consist of one conventional treatment plant s erving the area adjacent to the city and numerous small lagoons serving isolated portions of the county. The facilities to serve new developments are usually provided by the developers and the county is continuing with a construction program to provide service for the older homes.

Recreation

Richmond has the only full-time recreation program. In 1967-68 it spent $2.3 million in support of these activities. It also employed over 300 persons on a full time basis in park maintenance and recreation administration. Henrico and Chesterfield have a part-time summer and a limited winter recreation program.

Henrico and Chesterfield both have State or Federally developed public parks, but only a few acres of county owned parks which are not fully developed.

There are a number of private community recreation groups in both counties, some of which provide swimming pools. The City of Richmond has public swimming pools for its citizenry.

We'fare

Welfare expenditure in Richmond as opposed to the counties, is the ele nent of greatest dispersity. Richmond with its old, poor, and high percentage of disadvantaged families makes for obviously high welfare cost. Public assistance for the needy is an essential governmental function in a de nocracy such as exist in America.

In the disapportionment of population in the region, with the disadvantaged in Richmond and the affluent in the counties, Richmond taxing structure is unjustly strained to care for the regional welfare problem.

Governmental Expenditures

A summary of the operating expenditures for the three jurisdictions for the fiscal year 1967-68 is as follows:

	Richmond	Henrico	Chesterfield
Education	23,114	16,419	11,713
Other Services	47,708	9,547	6,318
Total	70,822	25,966	18,031

Sources: Richmond Department of Finance, Annual Reports of Henrico and Chesterfield Counties and Report of Superintendent of Public Instruction.

This summary is exclusive of capital improvements and utility operating cost and may not be exactly comparable due to the different accounting and reporting procedures used by the three jurisdictions. Utility expenditures were excluded as these services are financed on a selfsupporting basis in all jurisdictions.

The expenditures for education amounts to about two thirds of the total county expenditures and only one third of the city's. This dramatically illustrates the greater needs of the residents of the city for governmental services and the necessity for the larger tax burden imposed on the corporate and private citizens of the city.

The expenditures of the City for other services would have to be reduced by one half of the total expenditures or revenue sources hould be doubled in order to equal the counties favorable ratio of educational expenditures to the cost of other services.

RICHMOND"S EFFORTS TO SOLVE ITS BOUNDARY PROBLEMS

Merger Effort With Henrico

For at least a decade, the various Councils of the City of Richmond have recognized the necessity of the City to expand its boundaries. The first real definitive step taken by the Council was on August 15, 1960, which provided for a commission to prepare a joint agreement for the consolidation of the County of Henrico and the City of Richmond, pursuant to the merger law of the Commonwealth. This action had been preceded by similar action of the Board of Supervisors of Henrico County on July 28, 1960. The commission so appointed by the County and the City met and submitted its report on July 31, 1961. The consolidation agreement as contained in the report was approved by the City Council on October 10, 1961. A referendum was held on the question of consolidation in both the County and the City on December 12, 1961.

Merger Vote - December 12, 1960

	Richmond	Henrico County by District				
		Brookland	Fairfield	Tuckahoe	Various	Total
For	15,051	2,615	879	5,145	223	8,862
Against	6,700	4,599	3,975	3,734	1,339	13,647
Total	21,788	7,239	4,886	8,884	1,567	22,578

It is interesting to note that in Tuckahoe, the county's most densely populated magisterial district, the citizens voted for merger.

Annexation - Henrico

With the failure of the merger, the Council on December 26, 1961, adopted an Ordinance which provided for the annexation of a portion of Henrico County. The area sought to be annexed contained 152 square miles and approximately 93,600 people.

Pursuant to the above ordinance, the City Attorney instituted the annexation proceedings on December 27, 1961. On February 1, 1952, counsel for the County filed a motion for a continuance, pursuant to 30-5 of the code. The county being represented by counsel who was a member of the General Assembly, the motion was granted and the case continued to May 10, 1962.

After a series of other court proceedings, the case actually began on its merits, on June 14, 1963. The evidence was heard over a period of 28 days during which approximately 414 exhibits were received in evidence.

The final transcript of the record totaling exactly 6,000 pages. The Court on April 27, 1964, in a written opinion, stated in part as follows:

I The City's Need for Additional Territory

"The testimony of the witnesses and the exhibits on the subjects of population increase in the areas under consideration, the density of population, the increase in housing units, the mobile and rapid spreading nature of the population correlate with and explain the testimony of other witnesses and their supporting exhibits on the need of the City for additional land for residential, commercial and industrial development".

II Community of Interests Between the City and the Area to Be Annexed

"***Workers living in the County of Henrico and employed in the City of Richmond are bound by the necessity of loyalty, good citizenship and plain economics of living to be interested in the community in which they work. Both City Exhibits 54 and 55 and County Exhibit 116 agree and prove that approximately 66% of the County residents have their employment in the City of Richmond. This rate of employment is higher in the fringe areas in varying percentages according to the exhibits. County inhabitants purchase clothing and furniture and other items at city stores, use city streets, use hospitals located in the city, attend theaters and sport events, make use of parks, libraries and restaurants located in the city. Dependence of the central City of Richmond and the immediately surrounding county is mutual. The evidence shows that the commercial and civic interests pf the city and county are largely identical."

III The Need for Governmental Services in Area Sought to Be Annexed

"Although Henrico County is well governed under the County Manager form of government and supplies its citizens with many essential services pursuant to the provisions of Section 15-10 of the Code and the Sanitary District Act, it is dependent upon the City to a large extent for water, gas and sewer services."

IV Financial Ability of the City to Annex

"The financial ability of the City to acquire by annexation a portion of the County is apparent from the evidence. The City enjoys AAA bond rating which is indicative of its high financil rating. Its budget is sufficiently balanced and it is capable of taking care of the needs of its citizens as well as any reasonably adjacent area which the Court may decree annexed.

"***It further appears from the evidence in this case that the City is conscious of the needs of the area".

Even though the Court was of the opinion that there was a community of interest between Henrico and Richmond, it did not award Richmond 16.16 square miles (10,340 acres) and 45,310 people. For this amount of land, the City was ordered to pay the County $41,435,000 and to spend $13,490,000 within five (5) years on capital improvements for the area awarded. The Council considered the award and cost was not in the best interest of the citizens and rejected the award.

Annexation - Chesterfield

At the same time that the City Council authorized the annexation of a portion of Henrico County, it authorized the annexation of a portion of Chesterfield County. This suit was instituted on January 2, 1962 and the City sought to annex fifty-one (51) square miles of the County which then contained approximately 40,000 people. According to a recent population study, the area now contains approximately 72,000 people.

The suit was first delayed until the completion of the Henrico case and then by the necessity of appealing the 1965 dismissal on technical grounds. Trial on the merits was started in September 1968. After 23 days of testimony from 45 separate witnesses and within about five days before the completion of the trial, the Honorable David Meade White, the "local" or presiding Judge on January 9, 1969, disqualified himself from further service on the Court and declared a mistrial.

Because of this action by the Judge, it is necessary that a new Court be constituted and the matter be heard de novo.

REASONS FOR BOUNDARY EXPANSION

The area encompassed within the present boundaries of the City of Richmond comprises only a portion of the total socioeconomic region that is generally considered to be "Richmond". Urbanization of the region has spread beyond the city limits and into and beyond the limits of the adjacent counties. The extent of this growth is indicated by the fact that more than 55 per cent of the population and 66 per cent of the developed land are located outside the boundaries of the city.

The adjacent counties have become urban and their governments are no longer structured according to the traditional form of county government - these differences in governmental responsibilities were explained by Donald H. Webster in Urban Planning and Municipal Public Policy (on page 27) as follows:

"In comparison with the government of rural areas, the political organization needed for urban communities is very complex. Nearly every aspect of urban life involves complicated relationships of social and economic interests. With the concentration of industrial and commercial activities in areas of high population density, local government has had to assume a correspondingly greater responsibility in providing services, in regulating individual conduct, and in promoting and directing the most advantageous pattern of community development".

"People living in rural areas are able to do many things for themselves or through group action wich in urban areas must be perfor ned for them by government. Many rural dwellers may safely and adequately supply their needs for water from individual wells and secure a fair measure of fire protection through informal or voluntary organizations. In urban communities these requirements cannot be met on an individual or group basis and become the responsibility of local government. Furthermore, inhabitants of densely populated communities require many public services which are not required at all in rural areas such as garbage disposal, traffic control, street cleaning. Other governmental responsibilities which exist in rural communities, such as law enforcement, promotion of public health, and highway construction and maintenance become much more complex in urban communities. Urban living requires a high degree of organization of business, institutions, and government. The complexity of human relationships of people who live in close proximity necessitates the adoption of many rules and regulations to govern their behavior and to promote the highest and most orderly development of their interests and community well-being".

The existence of three autonomous urban governments within a single socioeconomic region is of serious concern to the Commonwealth as no one unit of government can exercise the leadership and direction of the forces that are shaping the future of the region. Webster (on pages 20 & 21) explains the responsibility of government as follows:

"Constitutional government is concerned with both power and liberty. Public policies of government are effectuated by governmental power. Any government which cannot enforce its laws and preserve the order necessary to carry out decided policy will soon cease to be a government. Power is the essence of government and the central concept of politics. Included within the elements of power are the relationships of individuals and groups to society, the control of human behavior and some degree of consent or coercion in accomplishing the aims and objectives of govern nent. Powers of government are asserted and exercised in many ways. Among the most important of the specific powers are those of taxation, appropriation, eminent domain, and the police power. These specific powers represent means and methods by which government is enabled to carry out its policies and maintain order within society."

Th intense competition among the three jurisdictions preclude the formulation of public policies that promote the greatest benefits to the total region. Policy is frequently established on the basis of gaining an advantage for one segment of the region. Defense against potential annexation suits motivates independent actions on the part of the counties. Cooperative actions have been limited to participation in a regional planning commission and in the formation of two highway authorities and a park authority. These authorities serve to further fractionate the local government of the region.

The age of much of the housing of the City of Richmond and the earlier pattern of very dense urban development, result in the concentration of a disproportionate share of the poor, the undereducated, the old, and ethnic minorities in the central city as compared with the total region. Such residents are in need of more extensive welfare and other services that necessitate greater governmental revenues. On the other hand, the counties are reluctant to improve the quality of services as such action will increase their tax structure and thereby reduce their competitive position.

The counties, with greater fiscal resources, are failing to provide the quality of urban services needed by many of their citizens. The city, on the other hand, has more citizens requiring extensive services and far less resources to pay for the services. The boundary line that separates the units of government is entirely arbitrary, having been established almost a generation ago, and serves only to confuse and protect the special interest of limited segments of the population.

The fractionated conditions within the Richmond region have deteriorated to the extent that prompt action on the part of the General Assembly is now imperative. The residents of three jurisdictions have a common heritage and common interest. The areas have a common economic base and governmental policy decisions of one unit effect the others.

The local government of the larger urban areas in Virginia has long been delegated to municipal corporations known as cities. Only when the political boundaries of a city coincide with the socioeconomic city, can the city fulfill its responsibilities as assigned by the State. Section 2.01 of the City Charter

contains the following". . . to promote the general welfare of the city and the safety, health, peace, good order, comfort, convenience and morals of its inhabitants. . ." The City of Richmond can not perform these assigned responsibilities without the civic and political leadership, the vacant land, and the financial resources that are available only within the adjacent counties.